

CITY OF IMPERIAL BEACH


GENERAL PLAN

JUNE 1981

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CITY OF IMPERIAL BEACH

PLANNING COMMISSION RESOLUTION NO. 695

A RESOLUTION OF THE PLANNING COMMISSION APPROVING A NEW GENERAL PLAN AND A LOCAL COASTAL PROGRAM. APPLICANT: CITY OF IMPERIAL BEACH

WHEREAS, the Planning Commission of the City of Imperial Beach duly advertised public hearings for the 6th day of November and the 4th day of December, 1980 and

WHEREAS, public hearings were held on the 6th day of November and the 4th day of December to consider the approval of the General Plan and Local Coastal Program, and

WHEREAS, the Planning Commission received testimony from the General Plan Review Committee and from all persons desiring to be heard in support of or in opposition to the said General Plan and Local Coastal Program, and

WHEREAS, a Negative Declaration of Environmental Impact was issued by the Planning Director, and

WHEREAS, the Planning Director recommended approval of the proposed General Plan, and Local Coastal Program, and

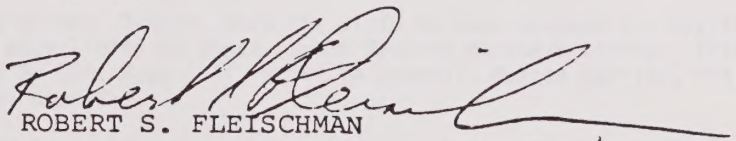
WHEREAS, the Planning Commission agrees with the findings and recommendations of the Planning Director.

NOW, THEREFORE, BE IT RESOLVED by the Planning Commission that the Planning Commission recommends adoption of the General Plan and Local Coastal Program as approved by the Planning Commission to the City Council.

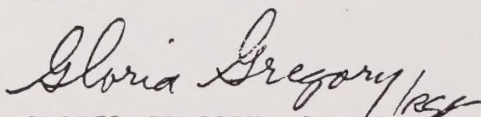
PASSED AND ADOPTED by the Planning Commission of the City of Imperial Beach on this 5th day of March, 1981, by the following vote to-wit:

AYES: GUEVARA, HUGHES, HILLSBERY, HEGERLE
NOES: NONE
ABSENT: NONE

APPROVED:


ROBERT S. FLEISCHMAN
PLANNING DIRECTOR/SECRETARY
TO THE PLANNING COMMISSION

ATTEST:


GLORIA GREGORY, CLERK

CITY OF IMPERIAL BEACH
CITY COUNCIL MINUTES

SPECIAL MEETING

7:30 PM THURSDAY, JUNE 18, 1981

1. A special meeting of the City Council of the City of Imperial Beach was called to order by Vice-Mayor J. Palmer at 7:30 PM in the City Council Chambers, 825 Imperial Beach Blvd. Imperial Beach, Cal. Said special meeting called to conduct a public hearing on LCP, General Plan and the E.I.R. Notice of public hearing published in Star News on May 3, 14, 1981.

PRESENT: Vice-Mayor J. Palmer, Councilman T. Stark, Councilman J.B. Bennett, Councilwoman H. Bailey, Mr. Sherm Stenberg, City Clerk G. Ramos, ((Mayor Bilbray arrived at 8:00 PM)

Mr. Carl Newhausen, Consultant discussed the newly revised zone map that had been placed on the board for display. The map, as revised, reflected those revisions made, to date by the city council. Also, that several technical changes had been made in the wording of the elements previously discussed by the council at past council meetings. Council took a short recess at 7:45 PM to review the rebised map. Council reconvened at 7:50 PM.

Lorraine Faverty discussed the "M" Zone on the north side area. That under existing conditions and traffic problems created by heavy trucks, she would not try to improve her property. That the area is not a proper location for manufacturing, nor are the streets and curbs going to hold up under heavy truck traffic. That the area should be hi-density residential..

Mr. L. Lukkonen, representing the EDA Committee discussed the report from the committee recommending certain changes in the Open Space Element. That the committee recommended eliminating the "M" Zone and a base zone of high density residential be established in that area and recommended expanding high density to cover certain areas.

Mr. Timothy Flannaga/ Western Salt Co. stated that their land adjacent to the public works yard has been zoned for many years as "M" and that they planned to construct under the "M" designation. That they have had a project with the City for some time and it has been dragging on for over six months. Mr. Flieschman stated that the project was awaiting the EIR report and was not being held up but was within the legal time limits set by law.

Mr. Kinsella stated that the old General Plan removed the "M" zone designation back in 1969 and that the City never has followed the General Plan as adopted. Mr. Bennett stated that Mr. Kinsella was quite correct in his statement. Mrs. Palmer stated that it appeared that only the Western Salt Co. seem to be the only one wanting to maintain the "M" Zone. That the citizens and property owners want high density residential. Mrs. Goodman stated that if there is high employment as predicted by the Western Salt Co. then there would be an increased need for police, fire and other services.

Mayor Bilbray arroved at 8:00 PM

MOTION: In discussing the EDA report and recommendations Mr. Bennett moved to go for the high density in the "M" Zone with a review for industrial (M) for the following areas: (1) between 10th Street and 13th Street from Cypress to northern city limits. (2) Between 7th Street and Bayside Elementary School and from Cherry to the northern city limites. Motion passed with Mrs. Bailey voting in the negative.

MOTION: Motion made by Mrs. Palmer, that the strip of land between the Bayside School and norther city limits be zoned "Urban Reserve Marine Oriented". This recommendation made by EDA, Page 1 of report to council. Motion carried, Mrs. Bailey voting in the negative.

Mrs. Ann Gagnon, 552 Emory St. stated her opposition to any "M" zone on the northside due to heavy traffic, pollution, and enviromental problems.

Mayor Bilbray assumed the Chair at 8:15 PM.

Mrs. Bailey stated that there was an error in the Land Use Element Page IV-4, Seacoast District. 6 line down, second paragraph should read "100 feet" easterly. It now reads "200 feet westerly". Consultant agreed on the correction.

MOTION: Motion made by Mayor Bilbray, to remove the words "as permitted in the City's CT Zone" under Section 2 (Seacoast District) Page IV-4 of Land Use Element. Motion carried, Mrs. Bailey voting negative.

MOTION: Motion made by Mayor Bilbray, to revised as follows on pages IV-4 and IV-5 of the Land Use Element. Paragraph 2 (Seacoast District) add Commercial after. Paragraph under 2 to be designated (A). Second paragraph under 2, and beginning on page IV-5 to be designated (B) Residential Tourist Commercial). Motion carried, Mrs. Bailey voting negative.

MOTION: Motion made to approve Land Use Element as amended by council action. Motion carried, Mrs. Bailey voting in the negative.

MOTION TO RECONSIDER: Motion made by Mayor Bilbray to reconsider previous motion to allow for opening hearing and receiving additional input. Motion Carried. Mrs. Bailey voting in the negative.

Council discussed the Whirleybird Cafe, Iris and 13th Street. That the business had recently had a bad fire. After discussion motion made by Mr. Stark to changed the residential designation at 13th and Iris to high density residential. ROLL CALL: Ayes: Stark, Palmer. NOES: Bailey, Bennett, Bilbray. Motion defeated.

MOTION: Motion made by Mrs. Palmer, to approve the Land Use Element as amended by the Council. Motion Carried. Mrs. Bailey voting in the negative.

OPEN SPACE AND CONSERVATION ELEMENT:

Council discussed the breakwater, groin and sand resplenishment at the beach.

MOTION: Motion made by Mayor Bilbray to delete paragraph 6, on page II-15 of the Open Space and Conservation Element. That it is not economical or physically possible. Motion carried, Mrs. Bailey voting in negative.

MOTION: Motion made by Mayor Bilbray, to remove last sentence in paragraph, bottom of page II-15, Open Space Element, beginning with "to set aside funds and develop a program which would, etc" and continuing on to page II - 17. Should read: Provide funds for maintenance of the breakwater and implement monitoring project for erosion per U.S. Corps of Engineers. Motion passed, Bailey and Stark voting in the negative.

MOTION: Motion made by Mr. Bennett, to approve the Open Space and Conservation Element as revised by the council. Motion carried. Bailey and Stark voting in the negative.

POLICY PLAN:

Council discussed recommendation of EDA relative to Policy Plan, Page 18, I. Issue. Motion made by Mrs. Palmer, to delete paragraph and replace with "If the presently planned off-shore breakwater protection proves inadequate, alternative long-term solutions need to be considered to enhance shoreline protection (1) Erection of additional artificial barriers to locally modify the wave action climate. (2) Erection of a seawall to project the remainder of the beach and to protect the improved private and public property in the area. Motion passed, Mrs. Bailey voting in the negative.

MOTION: Motion made by Mr. Bennett to approve the Policy Plan as amended by the council. Motion carried, Mrs. Bailey voting negative.

Dr. McCoy stated he was concerned with the possible expense of maintaining the breakwater, or having to rebuild it, if it was destroyed. Mayor Bilbray stated that the breakwater was not the responsibility of the City it was destroyed. We are only committed to maintenance which would be around \$18,000 per year or less.

Mr. Bingham discussed the slough area and stated there were to many inconsistencies in the plan. That the City could not justify putting a proposed marina in a designated wildlife refuge area. That he objected to the inclusion of the marina in the slough area and would like to see it the designation removed.

Mr. Bennett, stated that for the record, any statements made by Mayor Bilbray relative to the Western Salt Company property were personal opinions of Mr. Bilbray and do not reflect on the feelings of the City Council.

LOCAL COASTAL PLAN:

Council discussed the revisions made by the City Council with the consultant. Mr. Newhausen stated he would incorporate the changes into the elements and also make any revisions to the zone map. That he would like to prepare the completed plan for review by the Coastal Commission by July 1. After discussion motion made by Mayor Bilbray, to adopted the Local Coastal Plan as amended by action of the City Council, subject to a technical review of the plan when completed by consultants.

ENVIRONMENTAL IMPACT REPORT:

Council discussed E.I.R. with consultant and Mr. Reed and Mr. Bingham. After discussion motion made by Mrs. Stark to certify the Environmental Impact Report. Motion carried, Mrs. Bailey voting in the negative.

MOTION TO RECONSIDER: Motion made by Mayor Bilbray, to reconsider previous motion, to allow Mr. Bingham to discuss the report. Motion carried, Mrs. Bailey voting in negative.

Mr. Bingham discussed what environmental impact would be created if a marina was constructed in the slough area. That some mention of a possible marina should be included in the E.I.R. report. Mr. Newhausen stated the consultants had considered this possibility and included it on page 3 and 4 of the E.I.R. Mr. Reed stated that the reference made by the consultant in the E.I.R. is legally adequate.

MOTION: Motion made by Mr. Stark, to certify the Environmental Impact Report. Motion carried, Mrs. Bailey voting in the negative.

GENERAL PLAN

MOTION: Motion made by Mr. Bennett, to adopt the General Plan. Motion carried, Mrs. Bailey voting in the negative.

Mrs. Bailey stated that she voted in the negative on the elements of the Local Coastal Plan, the Environmental Impact Report and General Plan as she felt that there were many inconsistencies contained within the various elements and plans and that some time in the future they will be "kicked back" to the City. That due to these inconsistencies and ambiguities, she voted in the negative.

ADJOURNMENT: There being no other business to come before the City Council at this time, Mayor Bilbray adjourned the meeting at 10:05 PM, June 18, 1981.

Respectfully submitted

A. George Ramos, City Clerk
City of Imperial Beach.

THE CITY OF

(714) 426-4362

IMPERIAL

BEACH

825 IMPERIAL BEACH BLVD. • P.O. BOX 427 • IMPERIAL BEACH, CA 92032



PLEASE REPLY TO
CLIFTON E. REED

357 Third Avenue ~~XXXXXX~~
CHULA VISTA, CA 92010

OFFICE OF THE
CITY ATTORNEY
CLIFTON E. REED

September 10, 1982

CALIFORNIA COASTAL COMMISSION
631 Howard Street, 4th Floor
San Francisco, California 94105

Attn: Mr. Michael L. Fischer, Executive Director

Re: Imperial Beach Local Coastal Program Land
Use Plan

Dear Mr. Fischer:

Enclosed is a certified copy of a City Ordinance adopting the Land Use Plan as certified by the Commission.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Clifton E. Reed", is written over a horizontal line.

CLIFTON E. REED
CITY ATTORNEY

CER:jas
Enclosure

RECEIVED

SEP 17 1982

CALIFORNIA
COASTAL COMMISSION

RECEIVED

SEP 20 1982

CALIFORNIA
COASTAL COMMISSION
SAN DIEGO COAST DISTRICT

AN ORDINANCE OF THE CITY OF IMPERIAL
BEACH ADOPTING A LOCAL COASTAL PROGRAM
LAND USE PLAN

The City Council of the City of Imperial Beach ordains
as follows:

Section 1. That the LOCAL COASTAL PROGRAM LAND USE
PLAN on file with the City Clerk as Document No. _____
and certified by the California Coastal Commission on March 16,
1982, is hereby adopted.

Section 2. This ordinance shall be published one (1)
time in the official City newspaper within fifteen (15) days
after its adoption and shall take effect thirty (30) days after
its adoption.

FIRST READING August 3, 1982

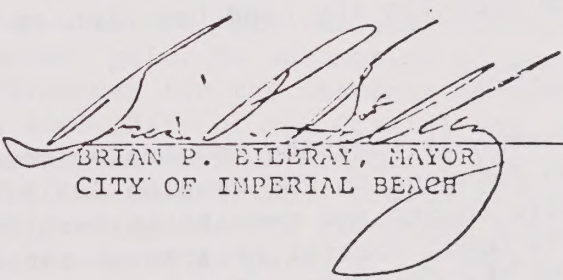
SECOND READING August 17, 1982

PASSED AND ADOPTED by the City Council of the City of
Imperial Beach at a regular meeting held on August 17, 1982,
by the following vote:

AYES: BENNETT, STARK, PAINTER, BILBRAY

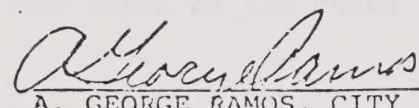
NOES: NONE

ABSENT: RUSSELL


BRIAN P. BILBRAY, MAYOR
CITY OF IMPERIAL BEACH

ATTEST:

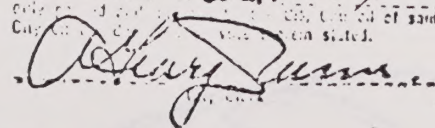
APPROVED AS TO FORM:


A. GEORGE RAMOS, CITY CLERK
CITY OF IMPERIAL BEACH

CLIFTON E. REED, CITY ATTORNEY
CITY OF IMPERIAL BEACH

Certificate of Clerk

I, A. George Ramos, City Clerk of the City of Imperial
Beach, California, do hereby certify that the foregoing is a
true and correct copy of the Ordinance of the City of
Imperial Beach, California, as the same appears in the
City Clerk's Office.


A. GEORGE RAMOS, City Clerk

California Coastal Commission
631 Howard Street, 4th floor
San Francisco, California 94105
(415) 543-8555

November 3, 1982

TO: Commissioners and Interested Parties

FROM: Michael L. Fischer

SUBJECT: City of Imperial Beach: Concurrence with the Determination of the Executive Director that the Action of the City of Imperial Beach Accepting the Certification of the Land Use Plan for the City is Legally Adequate (for Commission Review at Meeting of November 16-19, 1982).

BACKGROUND

On March 16, 1982, the Coastal Commission voted and approved, as resubmitted, the Local Coastal Program Land Use Plan for the City of Imperial Beach. In order to obtain effective certification of its Land Use Plan, the City adopted an ordinance (Ordinance No. 589) on August 17, 1982, certifying acceptance of the Land Use Plan portion of the Local Coastal Program. A copy of the City ordinance adopting the Land Use Plan as certified by the Commission is attached.

RECOMMENDATION

Staff recommends that the Commission concur with the Executive Director's Confirmation pursuant to PRC Section 30513(b) that the City's Ordinance No. 589 effectively adopts and results in certification of the Land Use Plan portion of the City's Local Coastal Program as set forth in the attached letter which will be sent to the City after Commission concurrence.



California Coastal Commission
631 Howard Street, 4th floor
San Francisco, California 94105
(415) 543-8555

November 2, 1982

Brian Bilbray, Mayor
City of Imperial Beach
P.O. Box 427
Imperial Beach, California 92032

Dear Mayor Bilbray:

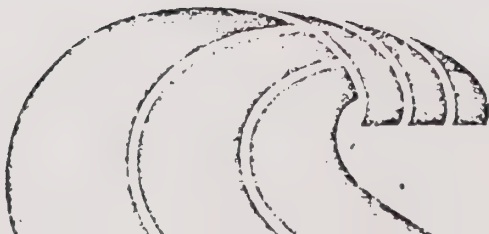
This office has reviewed City Ordinance No. 589 as adopted by the City Council on August 17, 1982. Ordinance No. 589 indicates that the City of Imperial Beach has accepted the LUP as certified by the Coastal Commission in its action taken on March 16, 1982. Accordingly, I have notified the Commission at their meeting of November 18, 1982, of the final certification of the Land Use Plan portion of the Local Coastal Program for the City of Imperial Beach, effective as of the date the City's acceptance was reported to the Commission pursuant to PRC Section 30512(b).

I would like to congratulate the City on its successful completion of this project. In addition, I would like to take this opportunity to remind the City of the provisions of Section 30600.5 and 30600.5(f) of the Coastal Act. Section 30600.5 transfers the authority for issuance of coastal development permits to the City within 120 days of the effective date of certification of the City's LUP. The standard for permit issuance is conformance with the policies and geographic areas governed by the certified LUP. However, prior to assumption of permit authority, the city must adopt interim ordinances for the issuance of coastal development permits. Pursuant to Section 30600.5(f) of the Coastal Act, each ordinance is required to incorporate at least the minimum standards for public notice, hearings and appeals established by the Commission. Drafts of the procedures contained in the ordinance must be provided to the Executive Director of the Commission within 60 days prior to the issuance of permits. I understand that the City has received a grant from the Commission for preparation of the interim ordinances.

Your continued cooperation is appreciated and we look forward to working with the City towards completion of its Phase III Implementation Ordinances.

Sincerely,

MICHAEL L. FISCHER
Executive Director



LAND USE ELEMENT

JUNE 1981
REVISED 11/18

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- A. General Plan Consistency Guidelines

SECTION I: INTRODUCTION

The Land Use Element of the Imperial Beach General Plan is designed to establish land use related policies and specific implementing actions which will serve to guide the overall physical development of the City through 1995. This Element is divided into six chapters which (a) set the general background for planning; (b) describe the City's land use characteristics; (c) outline general land use goals and policies; (d) describe the specific features of the land use plan itself; (e) establish specific standards for the physical development of Imperial Beach; and (f) detail specific implementation measures.

A. Purpose of the Land Use Element

Since the beginning of the century, the increasing urbanization of California and the nation, coupled with numerous recent legislative requirements, has focused attention on the need for enlightened decisions related to land usage. Such decisions should consider not only the most effective and responsive use of land at any one point in time, but also the ultimate, long-term use of land toward which the community desires to move. The General Plan, and more specifically the Land Use Element, has emerged as a prime means of providing such guidance in making land use decisions. The overall purpose of the Land Use Element, therefore, is to establish a long-range guide to the development of land within Imperial Beach according to established public goals, objectives and policies. As such, the Land Use Element represents a desirable pattern and process for the future development of the City, and the interpretation of overall public policy into specific land use proposals.

The Land Use Element should also serve the purpose of assisting and guiding Imperial Beach's decision makers and staff members in making day-to-day land use decisions. Quite often, the immediate exigencies of land use related decision making and the usually complicated issues involved in such decisions

require long range guidance in order to ensure the orderly development of land over the long run. The Land Use Element is designed to serve this purpose.

B. Authority for the Land Use Element

Government Code Section 65302(a)¹ requires a land use element of all city and county general plans, as follows:

A land use element which designates the proposed general distribution and general location and extent of the use of the land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of the land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.

The Council on Intergovernmental Relations (CIR) was charged with the responsibility of creating a set of guidelines for the preparation of each of the general plan elements. The CIR guidelines pertaining to the nature and scope of the land use element were established as follows:²

- *Identification of land use issues.*
- *A statement of land use policies and proposals, distinguishing, where appropriate, among short, middle and long-term periods of fulfillment.*

¹California Government Code, Title 7, Division 1, Planning and Zoning, Chapter 3, Article 5, Section 65302.

²"General Plan Guidelines," Council on Intergovernmental Relations, September, 1973.

- *A description of the land uses and land use intensities for the planning area, including the relationships of such uses to social, environmental and economic goals and objectives.*
- *The standards and criteria for physical development within each use area with consideration for land capacity.*
- *A description of the land use pattern, including text and a diagram or other graphic representation such as a map.*
- *An outline for implementation, including a description of measures necessary to achieve land use objectives and policies and the timing or staging of plan implementation.*

The revised Land Use Element complies with the foregoing State law and guidelines.

C. Relationship to Other General Plan Elements

The Land Use Element must be viewed in light of the entire General Plan of which it is a part. All too often, cities have adopted the Land Use Element as *the* General Plan, with little consideration for other important community needs, such as housing and open space. In recent years, however, the State has sought to stress these other needs by mandating them as elements of the General Plan. State planning and zoning law now requires that each city and county in California establish a general plan containing nine mandatory elements: land use, circulation, housing, open space, conservation, seismic, safety, noise, scenic highways and public safety. Each element is strongly interrelated with all the others and, as part of the overall General Plan, they serve to provide a comprehensive guide to future growth and change in accordance with a framework of officially adopted goals and policies directed to land use, circulation, housing, environmental quality, open space, conservation of natural resources, safety and other relevant physical, social and economic factors.

Even though the Land Use Element is only one of nine mandatory elements to the General Plan, and only one of the ten elements of the Imperial Beach General Plan, its role is crucial to the entire structure and effectiveness of the General Plan. This is because the Land Use Element must include and coordinate all the other elements in some manner, especially as the other elements relate to the use of land. The Land Use Element, therefore, serves to coordinate, integrate and in some instances, implement the specific policies of other elements.

To differing degrees, all of the elements of the General Plan will contain policies or proposals which relate to the Land Use Element. For instance, the Land Use and Circulation Elements are almost inseparably related. The nature, routing and design of circulation facilities are among the major determinants of the pattern and location of various types of land uses. Conversely, land uses create the demand for circulation facilities.

The Seismic, Public Safety and Noise Elements provide information and policies regarding various natural and man-made hazards which, in several instances, have restricted the type, location and intensity of uses. Together with the Open Space and Conservation Elements, they define various lands to be reserved in a natural state and other lands for urban purposes or for the production of food or fiber. The Open Space and Conservation Elements define criteria and standards and identify various programs needed to control the impact of man's activity on the natural environment.

The other elements, therefore, serve to place various demands and restrictions on the contents of the Land Use Element. And, although the land use element embodies many of the findings and recommendations of these other elements, it does not contain all the details necessary to fully understand the intended implications or proposals of each. A working knowledge of all other elements is both desirable and necessary for a more complete understanding of the Land Use Element.

D. Relationship to the Coastal Act

The policies and actions contained in this element are also intended to address and implement Coastal Act Policies related to locating and planning new development, and industrial and energy resources.

Since the Land Use Element plays a central and coordinative role in the General Plan as a whole, this Element must necessarily touch on almost all policy areas treated by the Coastal Act. However, each Element considers in detail the Coastal Act policies which are most closely related to the subject matter of the Element. The reader should therefore refer to these other elements for more detailed analysis of coastal issues, and detailed coastal policy statements.

E. Amending and Updating the Land Use Element

Because this Land Use Element is a general guideline for the future development of Imperial Beach, it must be based on current experience, reasonably expected future trends, and present community values projected into the future. From time to time, however, new social, cultural and economic trends will emerge or community values change. As such changes are recognized, the General Plan should be modified and revised to reflect those newly emerging factors which relate to land usage. Changes in State and Federal law which relate to land usage and the contents of general plans will also from time to time necessitate General Plan revisions. The General Plan should, therefore, not be a document set in concrete, but should be flexible enough to reflect changing conditions and values. In addition, specific land use designations in the Land Use Element may occasionally need to be changed through the General Plan Amendment process. Such specific changes are at times necessitated in order to accommodate specific land developments which will serve to further community goals and, at other times, are necessary in order to make fine adjustments in the General Plan

after a period of usage following adoption. In any case, it is necessary to take great care in amending the General Plan in order to ensure that specific amendments or changes to the General Plan do not serve to conflict with the Plan's goal and policies.

In this regard, two policies should be followed in amending the General Plan:

1. The effectiveness of the General Plan should be monitored on an ongoing basis, and should be thoroughly re-evaluated and updated every five years.
2. The General Plan and especially the Land Use Element should only be amended with great care. Amendments should only be made upon the finding that the proposed amendment will not serve to adversely affect or conflict with the implementation of any other policy contained in the General Plan.

F. The Planning Process

The revised Land Use Element seeks to combine, revise and update various proposals of previous land use plans and general plan elements, utilizing more recent and indepth studies and techniques. The objective of this effort is to establish a basis and framework for the allocation of various land uses in Imperial Beach in light of the goals and policies established by the Planning Commission and City Council. After its adoption, the revised Land Use Element will provide Imperial Beach's decision makers with a working document for use as a guide in making day-to-day land use decisions.

Throughout the course of the study, land use, environmental, fiscal and economic conditions were analyzed and interrelated to establish a solid and well-formed basis for designating the type, amount and location of land uses that should occur in Imperial Beach. The Land Use Element has been prepared using a phased work program as follows:

- Phase One - Define Imperial Beach's existing conditions and trends.
- Phase Two - Develop general directions for land use planning.
- Phase Three - Formulate alternative land use plans for Imperial Beach.
- Phase Four - Evaluate alternative land use plans.
- Phase Five - Prepare a comprehensive and detailed land use element and implementation program.
- Phase Six - Complete public review and element adoption.

As a process, the above simplified step-by-step procedure is not a discrete series of steps so much as it is a continuous feedback and review procedure. Each step is repeated as additional new information, issues and objectives are identified. This same basic procedure should be followed in reviewing the Land Use Element and any prospective changes in the future. Possible modifications by way of new information or circumstances should be developed through this same process in order to make direct comparisons.

G. Summary of Major Findings and Proposals

1. The land use plan contained in the following sections designates the proposed distribution, general location, density and intensity of uses for the ultimate development of the City. Based on an evaluation of the suitability and development potential of lands within the City and the application of adopted goals and policies of the community, the various uses designated by the plan have been designed to accommodate a maximum future population of 26,000 by 1995.
2. The present (1980) population of Imperial Beach is estimated to be 22,690 people. Residential uses occupy 1,025 acres within the developed portions of the community. Further, the overall housing density based on the total number of existing residential units (8,197 units), and the total acres currently developed for residential use is 8.00 units/acre.
3. Additional, new residential uses by way of the proposed land use plan, would add an estimated 1,770 people. The proposed new residential uses would occupy a total of 45.6 acres and provide approximately 420 new housing units. The overall average housing density for additional, new residential units in the land use plan is 9.21 units/acre.
4. In addition to the various residential uses, the proposed land use plan designates approximately 125 acres for commercial use. Major new commercial uses are proposed to be concentrated in and near the seacoast area. This area is intended to provide for tourist-related and support commercial uses and facilities.
5. The proposed land use plan indicates the various major open space areas to be retained on a permanent basis as per the Open Space and Parks, and Recreation Elements. The various areas designated as permanent open space constitute approximately 25 percent of the total land and water area within the City. The major portion of open space lands are situated within the Tijuana River Estuary.

SECTION II: LAND USE CHARACTERISTICS

The purpose of this section is to describe current land usage in Imperial Beach, its nature and distribution as well as to outline those major factors and trends which influence the present and future use of land.

A. Location and Regional Setting

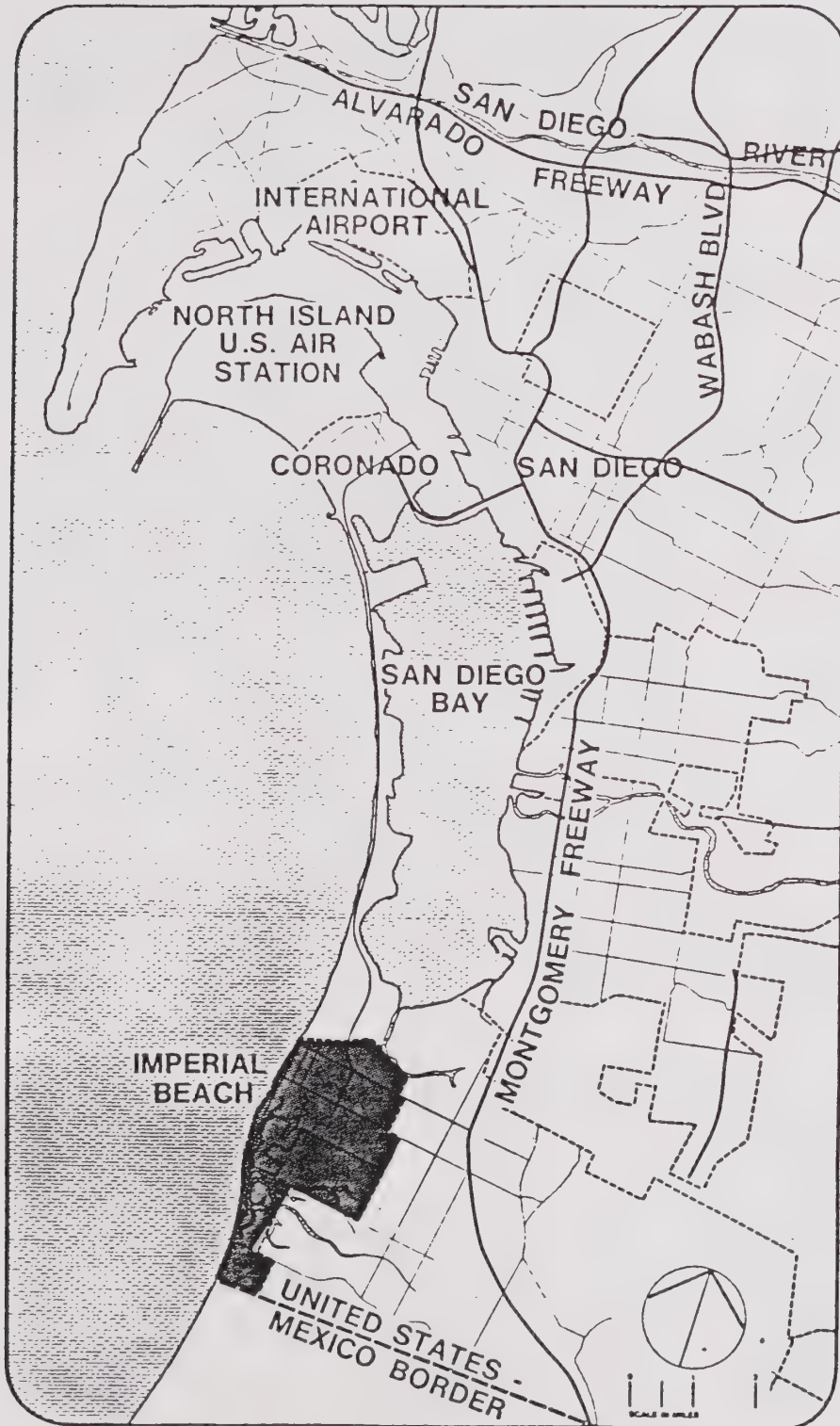
Imperial Beach is located approximately twelve miles southwest of downtown San Diego along the southernmost coast of San Diego County immediately north of the Mexican border. As the location map indicates (Map II-1), Imperial Beach is bounded to the north by the Naval Radio Station in the City of Coronado; to the northeast by the Salt Flats in the southern extremity of the San Diego Bay and the Otay River; to the east by the southern part of the City of San Diego; to the south by the Tijuana River Estuary and the international border; and, to the west by the Pacific Ocean.

Since Imperial Beach is bordered on all sides by significant natural barriers such as the San Diego Bay or other incorporated territory (i.e., San Diego and Coronado), the City is fixed in its present size of 4.59 square miles or 2,845 acres. The urbanized portion of Imperial Beach lies on relative high ground between the flood plains of the Otay River to the north and the Tijuana River to the south.

Regional access to Imperial Beach is provided primarily via Interstate 5 two miles east of the city, and Silver Strand Boulevard (State Route 75) from Coronado to the north. Interstate 5 provides access to the city via Imperial Beach Boulevard and Palm Avenue (State Route 75). The primary north-south arterials are (from east to west): Thirteenth, Ninth and First Streets. None of these latter arterial streets connects directly with a regional link. No direct access is provided with the Mexican border region.

In terms of Imperial Beach's relationship with the rest of San Diego County, the City ranks eleventh in size with 1.2% of the regions population in 1978 and 0.104% of the region's urbanized land area.

VICINITY MAP
IMPERIAL BEACH



B. Community Growth Pattern

1. History

The area now encompassed by Imperial Beach was first settled in the 1880's as a beach resort community known as Oneana-by-the-Sea. The beach resort subsequently drew many of its residents from the Imperial Valley area causing Oneana-by-the-Sea to be renamed Imperial Beach. While the area remained only sparsely settled until the late 1920's, Ream Field was employed as an infantry training base during World War I. The advent of the San Diego region as a major military center during World War II stimulated intense growth in Imperial Beach with the City taking on its basic social, economic and physical characteristics during that period. Imperial Beach incorporated in 1956 with a population of 12,000. By 1960 the City had grown to 17,773 for a 48% growth rate equalling 12% per year. During the 1960's, however, the growth rate slowed considerably since most of the developable land had been used during the boom years of the 1950's, and by 1970 Imperial Beach achieved a population of 20,244.

2. Population Projections and Characteristics

Analysis pertaining to population projections and characteristics are described in greater detail in the Housing Element. A brief discussion of population projections and characteristics in Imperial Beach is nevertheless pertinent to the Land Use Element in order to provide insight into the range and distribution of residential uses needed to adequately house the City's population.

- Population Projections. Population growth forecasts and housing unit projections for Imperial Beach were completed and adopted by the Comprehensive Planning Organization (CPO) as part of their Series V Regional Growth Forecasts. Because very little vacant land which is suitable for development (excluding Ream Field) is left in the City, population is expected to grow at a rate of less than 1% per year over the next two decades. Imperial Beach's

estimated 1975 population was 20,800. The projected 1995 population is 26,000. It is expected that the vast majority of the expected population increase will take place near the beach area due to its attractiveness and relatively large number of currently vacant parcels, many of which are designated for residential purposes.

Table II-1
City of Imperial Beach
Projected Population Growth

<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1995</u>	<u>Overall Change</u>
20,244	20,800	22,690	23,500	26,000	-25.0%

Source: Series V Regional Growth Forecasts, CPO, 1980;
State Department of Finance, Population Research Unit

Given current development trends and the limited availability of vacant land otherwise suitable for development, the 1995 population will likely be reached around the year 1990. Following 1990, the City's population will likely remain relatively stationary followed by a period of decline after the turn of the century.

- Population Characteristics. Detailed analysis contained in the Housing Element describes specific population characteristics for Imperial Beach. In summary, however, the population of Imperial Beach is made up largely of young, small to average size families, with lower than average incomes. Almost two-thirds of the families rent their homes. This is unusually high for the San Diego region where only 43.4 percent of the households rent. This tendency towards an unusually high percentage of renters can be partially explained by the City's relatively low median income of \$13,300 in 1979, or \$3,500 below the estimated county-wide median of \$16,800, which makes homeownership financially infeasible at least for a majority of the City's families. Another contributing factor

is the high percentage of military families in Imperial Beach. Due to the high transiency rates experienced by young military families roots are often not developed in any particular community.

The population is predominantly white, or caucasian, with approximately 81.5 percent of the residents categorized as non-minority whites, and 13.2 percent as Latino or Mexican-American. Asians represent 3.8 percent of the community, while blacks account for less than one percent.

Given existing trends in population characteristics it can be concluded that Imperial Beach will remain a transient community with a higher demand for lower cost, higher density rental units. It is, nevertheless, likely that the population will show a gradual aging trend and will show less of a tendency towards transiency. If the military should become less of a local influence, the population will likely begin to stabilize, and the City will begin to resemble other beach communities.

Despite the above, however, Imperial Beach will be a relatively highly transient community with a higher than average population density and tendency to rent for the foreseeable future because of its beachfront nature.

C. Nature of Existing Land Uses

Imperial Beach is characterized as having a variety of residential, commercial, light industrial, military, and open space land-uses, with residential being the predominant land use in the intensely developed portion of the City. For the most part, Imperial Beach can be described as a bedroom community with a very small percentage of residents working within the City. The following section generally describes existing land uses in Imperial Beach. Table II-2 outlines the distribution of Imperial Beach's land uses in a tabular form.

1. Residential Land Use

Single-Family. In the residential use category, single-family units constitute the major use of land in terms of total acreage. This category comprises approximately 747 acres or 72.8 percent of the 1025 acres of residentially used land in Imperial Beach. The largest concentrations of single-family residential development are located in the following neighborhoods (see Table II-2).

- Central
- Seaside Point
- Bay View
- Mar Vista

TABLE II-2
LAND USE INVENTORY
April 1979

<u>Land Use - Residential</u>	<u>No. of Dwelling Units</u>	<u>Acres</u>	<u>% of Total City Area(1)</u>
Single-Family	4088	747.0	26.26
Multiple-Family ²	3492	262.6	9.23
Mobile Home	<u>194</u>	<u>15.4</u>	<u>0.54</u>
(Sub Total)	7774	1025.0	36.03
<u>Land Use - Commercial</u>			
General Commercial	-	<u>91</u>	<u>3.20</u>
(Sub Total)		91	3.20
<u>Land Use - Industrial</u>			
Manufacturing ³	-	<u>40</u>	<u>1.41</u>
(Sub Total)		40	1.41
<u>Land Use - Other</u>			
Agricultural	N/A	23	0.82
Public Facilities		104	3.65
Transportation & Utilities	N/A	266	9.35
Recreation & Open Space	N/A	308	10.82
Military		364	12.79
Vacant Land	<u>N/A</u>	<u>624</u>	<u>21.93</u>
(Sub Total)	N/A	1689	59.36
TOTAL	7774	2845	100.00

(1) Total acreage for the City is 2845 acres (4.59 sq. miles).

(2) Includes two or more units on a single lot.

(3) Includes salt flats at northern end of City.

SOURCE: Haworth, Carroll & Anderson, Inc., April, 1979.
Comprehensive Planning Organization, September, 1978.

The single family housing stock is generally characterized by structurally sound units on small lots built during the 1950's and early 1960's. Approximately 57 percent of the single family units are renter occupied. In recent years, a trend has emerged to convert single family lots to small apartment or condominium property. This has occurred primarily in areas zoned for multiple units but developed as single family.

Multiple-Family Residential. Multiple-family residential uses, including townhomes, apartments and duplexes are located throughout Imperial Beach, but concentrated most heavily near the beach. Total land area devoted to this use is 262.6 acres. As with the single family housing stock, multiple family units appear to be generally sound structurally, although many units are sterile in appearance due to inadequate landscaping, overly intense site development and sparse recreational amenities. The multiple family stock is predominantly renter occupied (96.6%). Recent trends indicate a marked increase in the number of multiple family ownership units being constructed. Whether most of these units are owner occupied or rented is not presently known, as many of these units have been purchased as investment properties.

Mobile Homes. Three small mobile home developments exist in Imperial Beach, comprising 15.4 acres. This represents 1.5 percent of the area devoted to residential use and 2.5% of the City's total housing stock. If recent trends in other cities with older mobile home parks hold true for Imperial Beach, the parks may be recycled to other residential uses in the near future.

2. Commercial Land Uses

Commercial land uses occupy 91 acres or 3.2 percent of Imperial Beach's total land area.

General Commercial. The general commercial category includes such enterprises as banks, general retail stores, specialty stores, supermarkets,

hard goods stores, department stores, restaurants and other related establishments. General commercial uses tend to serve the community as a whole. General commercial uses are concentrated primarily along Palm Avenue. Developed in a traditional strip commercial manner, the Palm Avenue commercial area extends east of the city limits as far as Interstate 5. The area is typified by minimum or no setbacks from the public right-of-way, inadequate off-street parking, incoherent and hard to comprehend signing, inadequate landscaping, an over abundance of access points which cause conflicts with through traffic along Palm Avenue, and poorly buffered interfaces between incompatible land uses (e.g. commercial and residential). The Urban Design Element treats the area in detail and makes specific policy proposals.

Neighborhood Commercial. This type of commercial enterprise is typified by small neighborhood service establishments located in small clusters. Neighborhood commercial uses are to be found throughout the City.

Tourist Commercial. Commercial enterprises aimed primarily at serving the tourist population are located along the beach front adjacent to First Street. Typical of such enterprises are hotels/motels, small shops and restaurants. The recent trend in the development of the tourist commercial area is towards an English Seacoast architectural theme which attempts to capitalize on the City's prime economic advantage of being an easily accessible oceanfront community with mild temperatures, clean air and an uncrowded ambiance.

3. Industrial Land Uses

Industrial uses are almost exclusively confined to the northeast sector of Imperial Beach, primarily in the Bayview neighborhood. Only about 40 acres are currently utilized for industrial purposes, generally limited to light manufacturing and salt extraction. There are no major

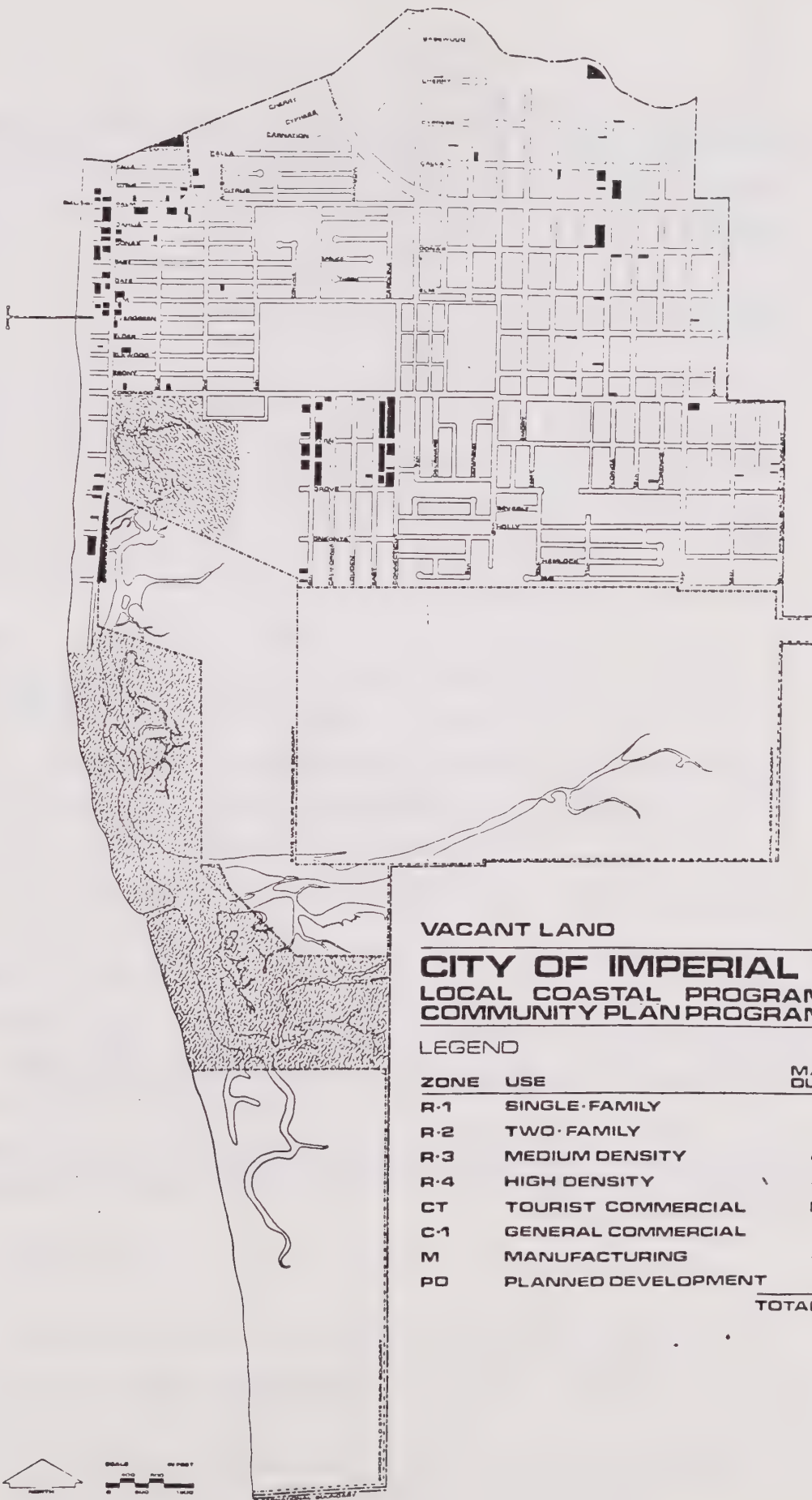
industrial employers. The past trend in the City has been to develop industrially zoned land with residential uses, thus limiting the amount of land available for intense industrial development on large sized parcels. Intense industrial development has also been limited by Imperial Beach's poor competitive position vis a vis the rest of the region. For the purposes of industrial location, Imperial Beach has in the past suffered from poor access to major transportation routes, inadequately sized lots, and the fact that sufficient excess land at reasonable costs exists elsewhere in the County. Since the land currently occupied by Ream Field is well situated for industrial development, if Ream Field is ever abandoned by the Department of Defense, future development should emphasize industrial development.

4. Other Land Uses

Public Service Uses. The Imperial Beach Civic Center (825 Imperial Beach Boulevard) includes the City Hall, Fire Department, Police Station and Community Center. Other public service uses located throughout the City include: the Lifeguard Station, Public Library, Post Office, Corporation Yard, Municipal Pier and parking lot, Marina Vista Community Center, Human Services Building (old fire station) and five city parks. Public Service uses comprise 104 acres of 3.6 percent of the City's total area.

Recreation and Open Space. Six hundred thirty acres are currently devoted to recreation and open space usage in Borderfield State Park. Other recreation and open space uses include the beach, City parks and the wildlife preserve.

Military. Ream Field, located in the southern half of Imperial Beach, is a naval installation devoted primarily to helicopter training and a Job Corps Center. The facility is composed of 617 acres, 364 of which are



VACANT LAND

CITY OF IMPERIAL BEACH LOCAL COASTAL PROGRAM COMMUNITY PLAN PROGRAM



LEGEND

ZONE	USE	MAX. DU/AC	ACRES VACANT
R-1	SINGLE-FAMILY	7	9.7
R-2	TWO-FAMILY	14	2.9
R-3	MEDIUM DENSITY	43	.4
R-4	HIGH DENSITY	87	2.7
CT	TOURIST COMMERCIAL	NA	8.4
C-1	GENERAL COMMERCIAL	43	.5
M	MANUFACTURING	43	.6
PD	PLANNED DEVELOPMENT	7	3.1
TOTAL			28.3



utilized by the Federal government, with the remainder being leased by the State of California as part of Borderfield State Park. The leased 253 acres has been reserved as a wildlife refuge and is entirely undeveloped.

5. Vacant Land

Of the 624 acres of vacant land in Imperial Beach,¹ only 28.3 acres are located in the currently developed portion of the City. This easily developed vacant land is concentrated in small lots spread throughout the City. Some 1,020 acres of publicly held vacant land is located within the Tijuana River Estuary including the Borderfield State Park and Wildlife Preserve.

As overall development pressures increase in Imperial Beach and as the last vacant parcels in the currently developed portion of the City are finally developed to their full potential, the publicly owned vacant land in the Tijuana River Estuary will come under increased pressure to be cycled to urban residential, commercial or recreational uses. This is evidenced by past and current proposals to develop the Oneonta Slough as a residential marina. Because the Estuary and the Slough are environmentally sensitive areas prone to flooding, future development in the Oneonta Slough should be designed to avoid adverse impacts upon other areas of the Tijuana River Estuary. Development in the Oneonta Slough should also be designed to eliminate flooding potential in the area. In this case, it is recommended that urban uses in the Slough be limited to marina oriented activities with limited attendant residential and commercial activities.

¹Not including Ream Field, the Wildlife Preserve, or Borderfield State Park.

SECTION III: LAND USE GOALS AND POLICIES

The basic goals and policies of the General Plan are contained in the Imperial Beach Policy Plan or, more commonly, the Citizen's Policy Plan. Through the development of the Policy Plan, the General Plan Citizen's Committee identified and addressed the basic issues facing the future development of Imperial Beach by developing General Policies and supporting Implementation Directives aimed at creating the most desirable pattern and direction for future development. The major General Policies and Implementation Directives related to land use have been included in this section in order to outline the criteria used to guide the development of the Land Use Element. All the proposals contained in Sections IV, V and VI are designed to provide more detail to, and implement the Policy Plan.

A. Imperial Beach Policy Plan

1. GENERAL POLICY

The City should strive toward a resolution of the many issues and divergent opinions concerning the Tijuana River Estuary.

IMPLEMENTATION DIRECTIVES

- Staff shall continue to meet with all involved agencies.
- Staff shall create a temporary monitoring system in order to keep informed about new developments in the Estuary issue, and progress towards the preservation and enhancement of the Estuary as a federally owned wildlife preserve.
- Staff shall review, assist if necessary, and cooperate with any studies and/or reports being undertaken relative to the Estuary.

2. GENERAL POLICY

Preserve the habitat of endangered wildlife species.

IMPLEMENTATION DIRECTIVES

- The City shall designate such critical habitat areas as conservation areas and shall protect them from development.

- Staff shall consult and cooperate with the Department of Fish and Wildlife as to the proper manner of maintaining, managing, and controlling such protected habitat in order to insure minimum disruption of nesting sites of endangered species.
- The City shall establish buffer zones to protect critical wildlife habitat areas.

3. GENERAL POLICY

Preserve the habitat of unique plant communities.

IMPLEMENTATION DIRECTIVES

- Staff shall designate areas of unique plant habitat as conservation areas and shall protect them from development.
- Staff shall develop methods of limiting human use of such areas for recreational purposes and shall restrict such areas only to allow such activities that would not endanger the unique plant habitat areas.
- The City shall establish buffer zones around unique plant communities.

4. GENERAL POLICY

Preserve and, where practical, improve the Estuary process, its natural waterways and wildlife habitat as much as possible.

IMPLEMENTATION DIRECTIVES

- Staff shall use the EIR process for any development to ensure that delicate eco-systems are not adversely affected by proposed developments.

5. GENERAL POLICY

Preserve natural elements of the urban environment.

IMPLEMENTATION DIRECTIVES

- The City shall prepare a tree preservation ordinance which takes into consideration the following:
 - Any tree or trees that are landmark trees or that are of special cultural or coastal community significance.
 - Any tree or trees that are visually prominent and/or important scenic resources because they are visible from public viewing areas, public recreation areas or park areas.

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- Any tree or trees that provide shade or act as a buffer in areas used by the public for recreational purposes or access to or along the coast.
- 4. --Any tree or trees which are an integral part of an environmentally sensitive habitat area which has been so designated by the California or Regional Commission.
- Any tree or trees that are significant as a native California species.
- Any tree or trees that are of educational or scientific value because of their location, species, size, habitat value or other natural features.
- Any tree or trees that are important in the control of erosion, in the provision of windbreaks or other climate control, in the provision of protection to surrounding vegetation, in the provision of soil stabilization, or in the maintenance of flood control protection.
- The Staff shall modify the street tree requirements in the subdivision ordinance to include specific sizes, quantity and form.

6. GENERAL POLICY

None

IMPLEMENTATION DIRECTIVES

- The City should require detailed expert study and evaluation of all potentially hazardous areas prior to development. Developers should be required to leave such areas undeveloped and to leave sufficient open space adjacent there to insure public health and safety.
- Areas which are suitable for development yet surrounded by potentially hazardous lands, should be restricted from development due to the danger of complete loss of ingress or egress routes in emergency situations from flooding. An inventory shall be made to identify the location and extent of such areas in the City.
- An inventory should also be made of areas of special value as wildlife habitats or particularly fine growths of native or imported plants, trees, etc. Special note shall be made of any wildlife or plant species which are considered rare or endangered, or of unique value to the local area.
- Efforts should be made to preserve and protect such areas in their natural state by obtaining the cooperation of the owner or developer, through acquisition by the City in lieu of park fees, or by direct purchase. Adequate amounts of land should be retained in their natural state to assure that any wildlife and plant species of local value may continue to thrive within the City.

- The City should institute the necessary ordinances to protect and maintain all valuable plant types and varieties--particularly major, older plant materials. Where any such material must be removed, a reasonable replacement value should be established and returned in fee or by the replanting of select specimen plant material of similar type and variety.
- A detailed inventory of all lands adjacent to the City should be made to identify those areas which due to their terrain, views or natural vistas, or other open space features, contribute to the character and natural open space resources of the City.

7. GENERAL POLICY

The City should take the necessary action to develop and constantly update an adequate flood control plan.

IMPLEMENTATION DIRECTIVES

- Construction permits should not be granted in obvious areas of future flooding unless adequate flood protection measures are developed.
- Whenever possible, the minimum floor level for structures should be above the known or projected flood plain level.
- The City should adopt policies to prevent encroachment on existing water courses.

8. GENERAL POLICY

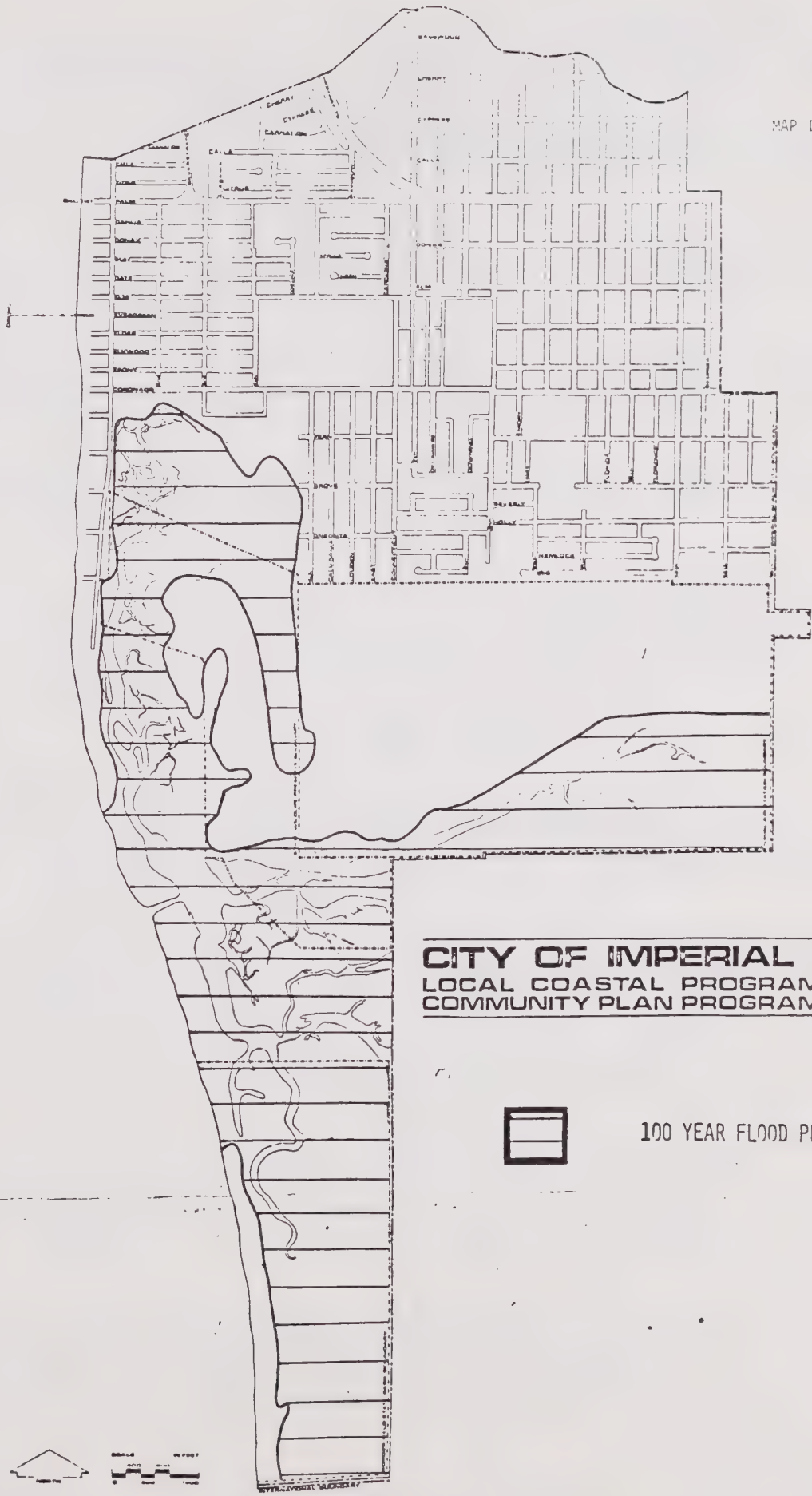
City will constantly strive to maintain and improve the quality of the beach.

IMPLEMENTATION DIRECTIVES

- The City shall make the provision of adequate parking the highest priority, and where feasible, provide in-lieu parking.
- Upgrade restrooms, parking and picnic facilities.
- A continuing sand cleaning program should be considered for implementation.

III-4

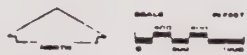
MAP III-1



CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



100 YEAR FLOOD PLAIN



9. GENERAL POLICY

Specific design criteria should be developed to reflect the desire for visual quality in new development.

IMPLEMENTATION DIRECTIVES

- Development of special zoning control districts.
- Creation of a design review board of qualified individuals.
- Specific sign design regulations should be developed for CT zone.
- General energy efficient design should be incorporated into design criteria and be aesthetically acceptable.
- Creation of incentives to encourage conservation as a part of the design criteria.

10. GENERAL POLICY

Maintain and improve existing parks and facilities.

IMPLEMENTATION DIRECTIVES

- The City shall endeavor to provide, develop and maintain parks of various types and sizes to provide a variety of recreational facilities and activities for persons of all areas of the community.
- The Parks and Recreation Element of the General Plan should be developed with respect to adopted standards for the type, distribution and size of all parks. An attempt should be made in the overall General Plan program to formalize the desired locations for the various types of parks and recreational facilities and a priority schedule established for the acquisition and improvement of all proposed parks.
- Various local or neighborhood parks should be designed and improved so as to meet the specific needs of existing and future residents within the area to be served. Priority consideration should be given to developing facilities which will encourage active recreational use of parks.
- The usage of areas such as flood plains and land previously dedicated in lieu of parks fees should be studied as to the type of development and research made in regard to the methods of financing the development of these areas in the near future.

- Provide additional public information directional signs to public recreational facilities, as well as more public information on available recreational programs.
- Develop provisions for community gardens with possible emphasis as buffers to environmentally sensitive areas.
- ▣ The City shall cause the slough area to be cleared of any trash that has accumulated in order to improve the visual quality of this open area.
- Staff shall cooperate and coordinate with the State Department of Parks and Recreation and input into their expansion program of Border Field State Park.
- Staff shall investigate all possible sources of funding for acquisition, development and operation and maintenance of parks and open space within the City.
- Staff shall develop plans and programs for the creation of a recreational corridor within railroad easement property incorporating bicycle and hiking trails, and coordinate such with adjacent communities in order that an inter-city system may be developed.
- The City shall promote increased public access to the recreation grounds of all schools during hours of non-use.
- Preference should be given to development providing public recreational opportunities with priority directed towards coastal area suitable for water-oriented recreational activities that cannot readily be provided at inland water areas.
- Prospects for small commercial fishing and recreational boating facilities in open water should be explored.

11. GENERAL POLICY

The City shall promote the implementation of the English seacoast district.

IMPLEMENTATION DIRECTIVES

- Detailed design standards and criteria should be developed for the seacoast area. The standards and criteria should provide specific direction as to the design quality and image desired by the community.
- The design criteria should establish a central "theme" or means for continuity which ties together the various physical and visual elements of the seacoast area. (Considerations of compatible colors, materials, roof forms, building heights and facades all provide possible means for achieving continuity.)
- In particular, detailed design standards and criteria for the seacoast area should address each of the following considerations:
 - A design vocabulary which incorporates more natural building materials, colors and textures.
 - A low, yet more irregular skyline characterized by an open, free-flowing quality of development.
 - A "theme" of shelter expressed by the use of sloped roofs, generous overhangs and overhead screening devices.
 - Develop an approved list of appropriate landscaping materials.
 - The use of separated pedestrian paths and interior walkways which afford the shopper greater protection from vehicular traffic, noise, fumes and congestion.
 - The introduction of focal points of interest and excitement, such as: fountains, kiosks, sculpture, graphic displays seating, recreation areas, viewing and meditation areas.

12. GENERAL POLICY

The City shall create programs to preserve the sensitive environmental and ecological systems which will be preserved within the community.

IMPLEMENTATION DIRECTIVES

The City shall develop methods of limiting human use of such areas for recreational purposes and shall restrict such areas only to allow uses which would not adversely affect sensitive habitat areas.

Access to the preserved areas of the Tiajuana Estuary and Oneonta Slough should be restricted to "pass and repass" non-vehicular traffic.

Access should be limited to tideland viewing areas, particularly to eastments along the beach front and within the State Wildlife.

The biological productivity and quality of wetlands and the immediately adjacent uplands shall be protected. The viability of the Tia Juana Estuary as a wetland ecosystem and wildlife habitat shall be preserved by prohibiting actions which:

- a) Increase wetland filling or sedimentation
- b) Reduce tidal interchange
- c) Reduce internal water circulation
- d) Adversely affect existing wildlife habitats

A buffer area shall be established for each development adjacent to wetlands. The width at a buffer area will vary depending upon the analysis. The buffer area shall be a minimum of 100 feet unless the applicant can demonstrate to the satisfaction of the State Department of Fish and Game, that 100 feet is unnecessary to protect the resources of the habitat area. If the project involves substantial improvements or increased human impacts, such as a subdivision, a wider buffer area may be required.

Any development proposed south of Imperial Beach Boulevard, and east of Seacoast Drive shall:

- a) Provide a buffer area between the edge of the wetland and the development. The size of this buffer shall be determined by the State Department of Fish and Game.
- b) Secure findings from the State Lands Commission that the proposed development is consistent with the Public Trust.

13. GENERAL POLICY

The City should plan for an adequate amount of commercial development necessary to serve the Imperial Beach market area.

IMPLEMENTATION DIRECTIVES

- That there be firm architectural control of planning and design of all commercial buildings and their surrounding grounds, including landscaping, for the purpose of achieving aesthetic quality and appropriate scale.
- That commerce be encouraged to develop at a pace with area growth to insure adequate revenue to support optimum City management, planning and serve departments.
- That the City endeavor to achieve balanced planned commercial zoning, to include existing commercial zoning, but not limited to such existing zoning when such commercial development is part of a planned (precise plan) development.
- (For the purpose of clarification to the committee, precise plan is herein explained as a plan in which the city can predetermine what is acceptable in the subdivision rather than having to accommodate itself to the developer's proposal. The specific plan is one of the strongest enforcement tools available to local government, requiring standards for population density, building density and regulations regarding construction on flood plains and hillside areas.)
- That the City encourage development of unique commercial development such as aquacultural uses.

14. GENERAL POLICY

Land development priorities should be directed toward those uses which maximize revenues, minimize required services and do not add to population growth pressures. Preference should be given to tourist-commercial and recreational uses instead of housing, service-commercial and insutrial uses.

IMPLEMENTATION DIRECTIVES

- The City should seek ways to attract tourist oriented commercial and recreational developments.

15. GENERAL POLICY

Imperial Beach should provide, enhance and expand the tourist commercial uses to the extent that they can be compatible with the residential function of the City.

IMPLEMENTATION DIRECTIVES

- The City of Imperial Beach should encourage the development of motels and hotels necessary to support the tourist commercial uses, so long as such development does not create unsightly visual usage, high traffic congestion or detrimental to levels of public services to be provided.
- The City should conduct a broad investigation of the problems and potential of non-vehicular (pedestrian) traffic within the tourist oriented business districts.
- The City shall conduct a thorough study of parking problems, current and future, within the seacoast district to determine mehtods for providing adequate, City and/or privately owned, off-street parking, through appropriate assessment districts or other implementation techniques and implement corrective measures.
- Additional visitor-serving facilities which may prove to be difficult to locate in existing developed areas near the beachfront area may need to be considered at other locations within the community.

16. GENERAL POLICY

The City should have additional criteria and standards for new commercial development.

IMPLEMENTATION DIRECTIVES

- That architectural controls and design standards be required for all future commercial development within the City.
- Where feasible, all contiguous commercial properties should be master planned.
- Any proposed commercial activities outside of an enclosed building should be subject to a land use permit.

17. GENERAL POLICY

The City should not develop a procedure for phasing out nonconforming land uses at the present time.

IMPLEMENTATION DIRECTIVES

- The City should give preference to people who have owned businesses and homes within the City for a number of years. Therefore, the present non-conforming land uses should be allowed to remain within the City. Economic trends and attrition will, in time, eliminate all present non-conforming land uses within the City.
- The policy of the City will be to interpret the Land Use Element to mean that if an existing land use is not the same as its Land Use Designation, the existing land use will nevertheless be considered as conforming.

18. GENERAL POLICY

The City should retain a mixture of residential and commercial uses in the Seacoast Commercial District in accordance with the CT zoning district standards.

IMPLEMENTATION DIRECTIVES

- The Seacoast District should be improved and rehabilitated.

19. GENERAL POLICY

The City should allow industrial land uses currently located north of Palm Avenue to remain as conforming uses.

IMPLEMENTATION DIRECTIVES

- The zoning ordinance should be amended to permit all industrial uses to remain as conforming uses in the R-1, R-2 and R-3 zones if they were in existence prior to the date of adoption of the amendment.

B. Coastal Act Policies¹

The goals, policies, plans and implementation programs of this Element are intended in part to implement those relevant policies of the California Coastal Act relating to the location and planning of new development, and industrial and energy facilities.

Section 30244: *Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.*

Section 30250: *(a) New development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.*

Section 30252: *The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of on-site recreational facilities to serve the new development.*

¹State of California, Coastal Act Policies, Volume II

Section 30253: *New development shall:*

(3) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control Board as to each particular development.

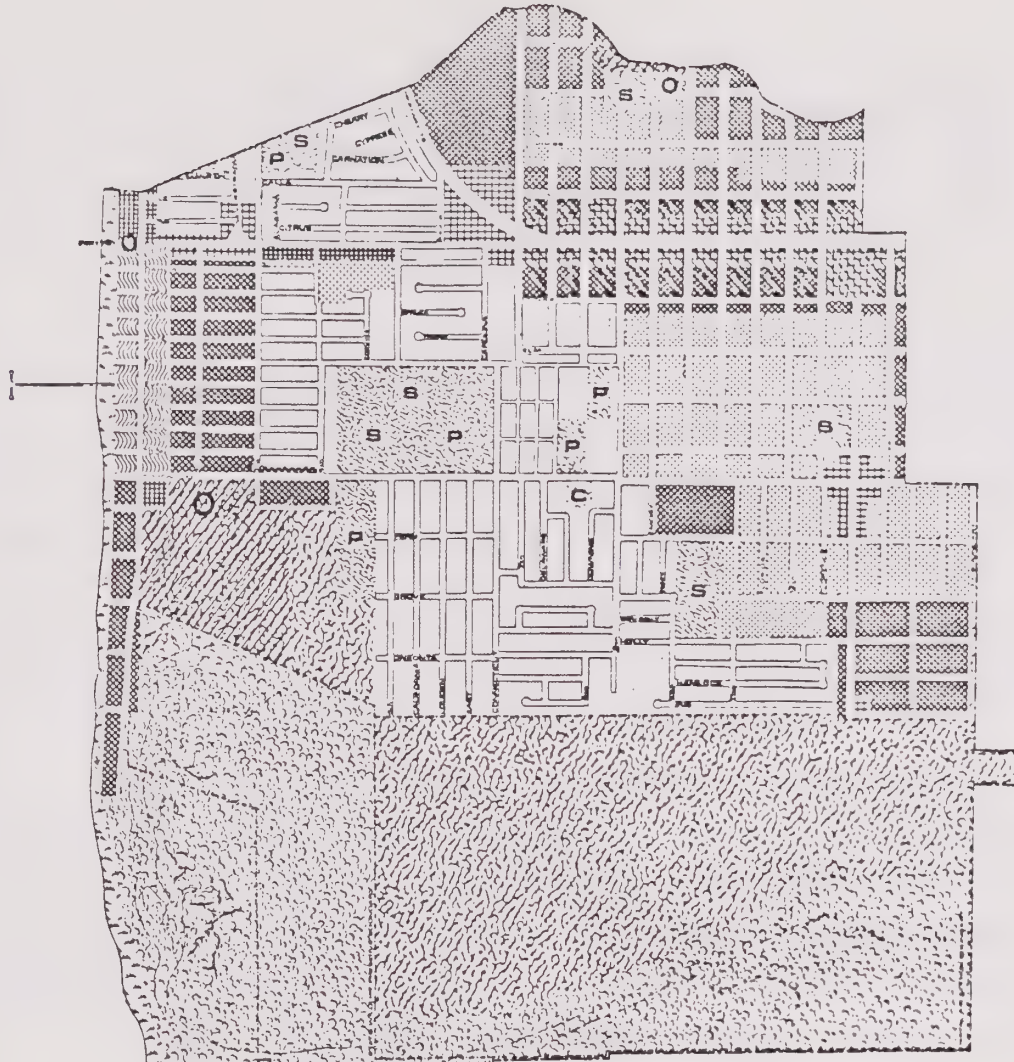
(4) Minimize energy consumption and vehicle miles travelled.

Section 30255: *Coastal-dependent developments shall have priority over other developments on or near the shoreline. Except as provided elsewhere in this division, coastal-dependent developments shall not be sited in a wetland.*

Section 30260: *Coastal-dependent industrial facilities shall be encouraged to locate or expand within existing sites and shall be permitted reasonable long-term growth where consistent with this division. However, where new or expanded coastal-dependent industrial facilities cannot feasibly be accommodated consistent with other policies of this division, they may nonetheless be permitted in accordance with this section and Sections 30261 and 30262 if (1) alternative locations are infeasible or more environmentally damaging; (2) to do otherwise would adversely affect the public welfare; and (3) adverse environmental effects are mitigated to the maximum extent feasible.*

Section 30232: *Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and cleanup facilities and procedures shall be provided for accidental spills that do occur.*

Section 30250: *(b) Where feasible, new hazardous industrial development shall be located away from existing developed areas.*



MAP IV-1

GENERAL PLAN LAND USE MAP

CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



- | | |
|--|---|
| | LOW DENSITY RESIDENTIAL, UP TO 7 DU/AC |
| | MEDIUM DENSITY RESIDENTIAL, UP TO 14 DU/AC |
| | MEDIUM DENSITY RESIDENTIAL (R-2A), 21 DU/AC |
| | HIGH DENSITY RESIDENTIAL, UP TO 43 DU/AC |
| | GENERAL COMMERCIAL |
| | SEACOAST DISTRICT |
| | PUBLIC FACILITY, SCHOOL |
| | PUBLIC FACILITY, RECREATION |
| | PUBLIC FACILITY, CIVIC CENTER |
| | URBAN RESERVE, GENERAL |
| | URBAN RESERVE, MARINE ORIENTED |
| | OPEN SPACE, RECREATION |
| | OPEN SPACE, ENVIRONMENTAL PRESERVE |
| | TRANSITIONAL AREA OVERLAY |
| | POTENTIAL MARINA |



SCALE
 0 500 1000
 FEET

SECTION IV: THE LAND USE PLAN

A. Introduction

Planning is the continuous process of guiding land development in accordance with established policy towards predetermined goals and objectives. It represents a conscious effort to shape and guide the physical environment in order to enhance the welfare of those who live, work, and visit in the community. Continued study, effort, support and the commitment of public and private funds will be required to implement the provisions of the plan.

This section serves to describe the various land use categories proposed in the Land Use Element, their general location, extent, residential densities, and general types of land use permitted. It should be noted, however, that these designations are not to be interpreted as a zoning ordinance since zoning ordinances are very detailed in nature, and provide the basic means of implementing the more general provisions of the Land Use Element.

B. Residential Land Use Designations

The broad categories of residential land usage are proposed in this Land Use Element.

1. Low Density Residential

Range: Up to 7 dwelling units per net acre

The purpose of this designation is to provide for single-family detached and, in some cases, attached dwelling units on lots which approximate the average single-family lot size in Imperial Beach. This designation is used

primarily in areas presently developed as single-family dwellings. Typical of the Low Density Residential designation is the Seaside Point District between 5th Street and Connecticut Street to the south of Imperial Beach Boulevard.

2. Medium Density Residential

Range: Up to 14 dwelling units per net acre

The purpose of this designation is to provide for the development of cluster or patio housing, townhouses (dwellings arranged in a row with a common wall), duplexes and other lower density multiple-family type housing. Typical of this designation are planned unit developments, condominium projects and townhome developments. The intent of this designation is to provide for a moderately intense residential living environment in typically one and two-story units. Extensive landscaping and recreational amenity packages are common in developments of this density.

3. Medium Density Residential (R-2A)

Range: Up to 21 dwelling units per net acre.

This density category would permit the same types of residential dwelling units as indicated above but at a higher density. A new R-2A zone will be developed to establish detailed development standards and criteria.

4. High Density Residential

Range: Up to 43 dwelling units per net acre.

This density designation allows for the highest number of dwelling units per acre considered appropriate in Imperial Beach. The purpose of this designation is to provide for the development of apartment units, garden apartments, and other relatively intense residential uses. The intent of this designation is to allow an intense living environment typically

in two and three-story buildings. Landscaping and amenity packages are usually less extensive in this designation than in the Medium Density Residential designation, but appropriate design treatment and land planning can create a pleasing and functional living environment.

It is noted that the area along Silver Strand Boulevard is designated High Density Residential. The intent is to permit high density residential developments as the primary use, with the provision, however, that uses allowed in the existing C-1 and C-T District may be permitted on an individual case-by-case basis subject to a special use permit.

Further, the area designated High Density Residential, between Tenth and Thirteenth Streets, Cypress and the northern City limits, and the area between Seventh Street and Bayside, and Cherry to the northern City limits, is intended to allow for high density residential developments as the primary use, however, with the provision that light manufacturing or industrial uses may be permitted on a case-by-case basis, subject to a special use permit to insure their compatibility with existing uses of the area.

C. Commercial Land Use Designations

1. General Commercial

The purpose of this designation is to set aside adequate land to meet the local demand for commercial goods and services, as opposed to the goods and services required primarily by the tourist population. It is intended that the dominant type of commercial activity in this designation will be community and neighborhood serving retail and office uses such as markets, specialty stores, professional offices, personal services, department stores, restaurants, liquor stores, hardware stores, etc.

- General Commercial Overlay: The area between Calla on the north, Donax on the south, and from Seventh east to the City boundary, has been given a Commercial Overlay designation. The purpose of this designation is to allow future commercial expansion in an orderly manner. In this overlay designation, general commercial activities would be encouraged to expand into areas otherwise designated as High Density Residential only if it is a lot immediately adjacent to an existing commercial building used for commercial purposes, and only if the commercial use will occupy a newly constructed building intended solely for commercial purposes. A zone change to C-1 will be required in any instance.

2a. Seacoast District (Commercial Uses)

The Seacoast District designation is intended to provide an area for commercial uses devoted primarily to serving the needs of the tourist population and also local beach-going residents of the community. It is characterized by a strictly commercial core area located between Daisy and Elder Avenues (to the north and south) and property extending from the beachfront to within 100 feet easterly of First Avenue (in an east-west direction). Specific uses in this core area are to be limited to tourist-related commercial uses such as hotels/motels, restaurants, specialty shops, marine sales and services, recreation equipment rentals, sporting goods stores, travel agencies and similar uses.

2b. Seacoast District (Residential/Tourist Commercial Uses)

Immediately surrounding the commercial core area within the Seacoast District is a zone intended to provide various support uses, including high density residential for sale and rental units, and hotel/motel uses. These are intended as the primary uses in this zone with the provision that some tourist-related commercial uses may be permitted on a limited basis by special use permit.

It is recommended that a specific plan be developed for the entire Seacoast District to establish development standards, circulation patterns, parking and access provisions, and an architectural design theme appropriate to the seacoast area. Such plan should provide clear guidance to developers and merchants of the area in planning, designing and developing their properties.

D. Public Facilities Land Use Designations

The purpose of the Public Facilities designations are to designate land devoted to public facilities and utilities. These designations, therefore, include public schools, parks and civic facilities. More precise standards and criteria for these land use designations are contained in the Public Facilities Element

E. Open Space Land Use Designations

Open Space Uses: The land use map indicates the various major open space areas to be retained on a permanent basis as per the Open Space/Conservation Element, and detailed descriptions of proposed open space and park facilities are included in both the Open Space/Conservation and Public Facilities Elements. The Open Space land use category has been divided into two land use designations: Open Space Recreation and Open Space Environmental Reserve.

1. Open Space Recreation

The purpose of this designation is to set aside land to be used for active recreational purposes, but not intensely developed. The two prime examples of this designation are Borderfield State Park and the beach.

2. Open Space Environmental Preserve

The purpose of this designation is to set aside land for the protection of sensitive and fragile natural resources. It is intended that the intense usage of these areas will be strictly limited. The two best examples of the Open Space Limited designation are the Tijuana River Estuary and the Oneonta Slough.

F. Urban Reserve Land Use Designations

1. Urban Reserve General

The purpose of this designation is to reserve land which is currently vacant or is expected to be recycled to another use in the future (i.e., Ream Field). It is intended that these areas develop pursuant to a specific plan treating the property as an integrated whole at the time of development. The specific plan should, at a minimum, include the permitted uses, a detailed land use map, circulation standards, and design standards. Also, it recommended that if Ream Field is declared excess property it be reserved for industrial and business park purposes with only limited residential uses in the northwest corner adjacent to the existing single-family development. This will assist the City significantly in establishing a sound economic base.

Since the portion of Ream Field which has been designated an Urban Reserve is adjacent to the Tijuana River Estuary, any future urban development at Ream Field should be designed to adequately protect the environmentally sensitive nature of the Estuary. This will likely include a buffer zone between developed land and the open space areas of the Estuary. Such a buffer zone should be in the form of a greenbelt which can be used as a park overlooking the Estuary and Mexico to the south. To the maximum feasible extent, drainage

also should be away from the Estuary area in order to avoid water pollution in the Estuary. At the time of development, the required specific plan should detail these proposals and provide precise guidance in developing and maintaining the buffer area.

2. Urban Reserve Marine Oriented

Area Covered: From Imperial Beach Boulevard on the north to a line 1500 feet south of the southern terminous of First Street. This excludes that portion of the Wildlife Preserve within the general area.

Also included within this category is the area located between Bayside Elementary School and the northern City boundary.

Proposed Uses: Marina Oriented with some residential land uses in both developable areas (north of the Wildlife Preserve and south of the Wildlife Preserve). Some commercial uses may be permitted, but these must be directly related to the marina uses. Marina oriented commercial uses may include boat supplies, fishing supplies, boat rentals, repair facilities, boat storage, restaurants, or other commercial outlets normally found associated with marinas oriented toward private pleasure boating, but not commercial dockage.

Distribution of Uses: The overriding nature of uses in the Urban Reserve: Marine Oriented designation shall be toward marina development. The predominant land use should be a marina, with any residential and commercial development being strictly secondary in nature. Residential land uses, will in all likelihood be a significant part of any future development, but they should be designed to be complementary to the predominant marina uses, and should take full advantage of their close relationship to the marina.

Use of a
Specific Plan:

As with other Urban Reserve areas, a Specific Plan which sets forth in detail development standards for this area shall be adopted by ordinance prior to any development. The Specific Plan shall treat the whole Urban Reserve as a single planning unit, and no development should be allowed anywhere within the area without an adopted Specific Plan for the whole area. The Specific Plan will set the precise design and zoning standards for the Urban Reserve: Marine Oriented designation including: a) building design criteria; b) detailed land use designations and permitted uses; c) detailed measures for the protection of the Wildlife Preserve and other undeveloped portions of the Tijuana River Estuary; d) detailed vehicular and pedestrian circulation patterns and design criteria; e) a detailed phasing plan; f) other development controls as required by the City of Imperial Beach.

Minimum
Conditions for
Development:

- (a) Surface Drainage: All surface runoff originating from development within the Urban Reserve: Marine Oriented designation shall be directed away from the Wildlife Preserve or any other undeveloped portion of the Tijuana River Estuary. This will provide means of reducing the amount of pollutants resulting from surface runoff which could enter the slough area.
- (b) Flood Control: Appropriate means of flood control must be found which will remove any areas to be developed from the threat of flooding during a 100-year storm (as defined by the Federal Flood Insurance Act). Any means of flood control must not serve to exacerbate either directly or indirectly upstream or downstream flooding during a 100 year or lesser storm. All flood control measures must meet the requirements of the California Coastal Act as amended.
- (c) Vehicular Access: Vehicular access to the northern or southern developable portions of the Urban Reserve: Marine Oriented designation shall not be taken across the Wildlife Preserve, nor shall such access in any way impinge on the Wildlife Preserve.

- (d) Environmentally Sensitive Habitat Areas: Any plans for development in the Urban Reserve: Marine Oriented designation shall incorporate any feasible means of causing or inducing any identified endangered bird species to relocate their nesting areas (if present on the site) to other appropriate nesting habitat in the Tijuana River Estuary.
- (e) Slough Restoration: Any development permit or plan approved in the Urban Reserve: Marine Oriented designation shall require and make specific provision for the restoration of undeveloped portions of the wetlands portion of the Tijuana River Estuary on a ratio of three acres of land restored for each acre of land developed. All restoration work shall be planned and accomplished in accordance with the California Coastal Act as amended.
- (f) Buffers: Any development within the Urban Reserve: Marine Oriented designation shall be set back at least 100 feet from adjacent undeveloped wetland areas designated as Open Space. This buffer shall not be used for any purpose other than to provide pass and repass pedestrian access to the slough. For instance, the buffer shall not be used as an active recreation park.
- (g) Finances: Any marina use, or other revenue generating land use within the Urban Reserve: Marine Oriented designation shall be subject to an appropriate City tax or assessment.

G. Relationship to Coastal Act Policies

While the whole of the Land Use Element should be considered as implementing the policies of the California Coastal Act policies, several specific Land Use Plan proposals relate directly to the appropriate policies (see Page III-11).

1. The Land Use Plan proposes that new urban development be located within or immediately adjacent to the presently urbanized area of Imperial Beach. Two new areas are presently proposed for new development. The first is Ream Field. When, and if, the Naval Air Station is permanently closed, it is proposed that the developable 364 acres not in the Wildlife Preserve be recycled to industrial, business park and residential uses. The second area, Oneonta Slough, is proposed as a marina with some residential and attendant commercial uses. Conditions have been placed upon development in this latter area in order to mitigate potential adverse environmental impacts on the Tijuana Estuary.
2. Oneonta Slough and the Tijuana Estuary are designated as permanent Open Space with only limited public access in order to preserve the area's unique character. The Open Space and Conservation Element treats these areas in detail.
3. General commercial land uses intended to primarily serve Imperial Beach's residents are designated in inland locations away from the seacoast. Approximately 71 acres at or near the seacoast is designated Seacoast District with the intent of primarily serving beach visitors. This separation of occasionally incompatible commercial uses will help reduce non-beach oriented traffic along First Street and help preserve the coast's primarily recreational character.
4. New parks primarily for Imperial Beach's residents are proposed at Ream Field if it should develop for non-military purposes. While the proposed additional parkland will help meet the recreational needs of Imperial Beach's residents, it is expected that the beach area also will continue to provide recreational opportunities for local residents. The Parks and Recreation Element treats park land in greater detail.

5. In order to relieve the shortage of adequate parking facilities near the beach, and to help reduce the resultant traffic and on-street parking congestion around the beach area during peak visitor days, inland parking facilities have been proposed with a public shuttle or tram system connecting the new facilities with the beach area. The proposed inland parking facilities are also expected to reduce the amount of coastal land devoted to parking and improve the possibilities for a pedestrian oriented seacoast area.
6. In regards to non-automobile circulation, the Circulation Element, the Design Element, and the Land Use Element all propose that the beach front area be dominated by pedestrian oriented facilities. An extensive bicycle trail system is also proposed.
7. The Circulation Element also recommends the extension of bus service within Imperial Beach in order to encourage intra-city as well as inter-city transit use. This will assist in reducing vehicle miles travelled, congestion, and at least marginally improve local air quality.
8. If the Naval Air Station should be sold for civilian use, the Land Use Element recommends that Ream Field be recycled to a mix of industrial, business park and residential land uses. This will help increase local employment opportunities. No specific distribution of land uses is proposed. Rather, all Urban Reserve areas will be subject to a specific plan when and if development occurs. The Imperial Beach General Plan. will serve as a guide to developing such specific plans.

SECTION V: STANDARDS AND CRITERIA FOR DEVELOPMENT

The Community Design Plan treats proposed design standards in detail. This Section focuses on general design principals to be followed by any proposed land development in Imperial Beach. It is the intent of this Section, therefore, to outline those development guidelines which will effectively implement the intent and purpose of the various land use designations in the Land Use Plan.

A. City Image

Development should retain its low present profile. Existing mature trees should be retained and adequate provisions made in all types of development for specimen-sized trees to ensure the evolution of a green, tree-covered image for the City.

B. Public Utilities and Facilities

Highly visible public improvements should be designed and landscaped to blend into their backdrop.

1. Major linear improvements, such as major roadways should be well landscaped.
2. Structures necessary to store, channel or hold back water should be designed and constructed of materials and colors so as not to draw attention to their alteration of nature. Where the purpose of the structure permits, it should be landscaped to aid in its camouflage.
3. Utilities which cannot be feasibly placed underground due to their high voltage or other safety or cost considerations should be located and designed in such a fashion as to provide the least visual and environmental impact on the community.

C. Trees

Mature trees, tree masses and tree rows of significant aesthetic or historic quality should be preserved when and wherever possible consistent with public safety.

1. Public and private projects should be planned in such a manner that significant trees will not be destroyed when preservation is economically realistic and consistent with sound planning and horticultural practices.
2. Provisions should be made to protect the City's most significant landmark trees, tree masses and tree rows on a permanent basis and not just at the time of project review.

D. Signs

The City should regulate signs in a manner which will emphasize safety, help improve and protect the appearance of buildings and the City as a whole, foster legible graphics and promote the public's awareness of the business community while respecting the City's suburban character.

1. Signs should be restrained in character and no larger than necessary for adequate identification.
2. Information bits should be limited and design and colors chosen to ensure legibility to passing traffic.
3. A sign should relate in message, location and character to the business conducted or product offered at that site.
4. Signs should relate in character, material, size, shape, height, placement and color to the sites and buildings of which they are a part.

E. Project Design

1. The design of a project should respect, work with and enhance the natural features of the land.
 - Natural scenic amenities such as mature trees, watercourses and views should be integrated into the project design.
 - Structures should be oriented and constructed so they may take advantage of the beneficial features of the climate and be protected from the negative ones in order to reduce energy consumption and increase the enjoyment of the residents.
2. Projects should be designed so there is a harmonious relationship with adjoining uses.
 - The pattern of existing neighborhoods should be respected. A development should be integrated with the adjacent neighborhood if the project size or natural boundaries dictate, or the design should create one or more separate and strong neighborhood identities.
 - Structures should relate to neighboring structures both within and adjacent to the development and not create a harsh contrast of scale, style or color. Single-story structures should be used on the periphery of new development which is adjacent to existing single-story structures.
 - Areas of noisy activity and areas of quieter use should be separated by space or buffers, both within and between projects.
 - Lighting and signs should be designed, located and directed so as not to disturb adjacent uses.

3. Developments should be designed to respect and enhance the view and safety of the passerby.
 - Structures and open space areas should be arranged so that open space qualities of a development are apparent from outside the development.
 - Public rights of way should be designed not only for the safety and enjoyment of the motorist, but also for the pedestrian, jogger and bicyclist.
 - In commercial developments, safe and enjoyable browsing by customers should be encouraged by coordinated and attractive signs, walkways, patios, display windows and entrances. Optimally, the entrance to such an enjoyable area should be designed to be obvious to the passing motorist and pedestrian and be linked to the public sidewalk as well as to the parking area. Parking lots should be attractively landscaped and safe for both the motorist and the pedestrian walking from the car or the street.
4. Developments should attempt through design to give the appearance of a suburban density and scale.
 - Monotonous designs appear denser than ones of equal density which are varied. Therefore, the following should be given consideration:
 - Uniformly repetitious buildings and modules and unbroken expanses of wall should be avoided.
 - Balanced and coordinated variety in height, materials and colors should be encouraged.
 - Setbacks of buildings should be varied, with significantly varying setbacks achieved in outlying lot areas.

- Simple palettes of landscape materials used in masses to complement or screen various parts of the building(s) and achieve a park-like setting are recommended.
 - The size and design of signs, walkways and parking area lights and other accouterments of development should be low keyed, but effective in scale, color and brightness.
5. Developments should be designed with an eye to safety without giving the appearance of a fortress or a sea of concrete or asphalt.
- Buildings should be grouped into "neighborhoods" or clusters and be oriented so that building entryways are cross-visible to encourage neighborhood surveillance.
 - Where separate units face onto a common open space, the design should relate specific portions of the open space to each unit. This has been shown to increase individual responsibility for surveillance as well as upkeep.
 - Parking areas should be designed to separate vehicles and pedestrians whenever possible and ensure adequate visibility when the two must cross.
 - Curbside visible street numbers or directory maps should be provided for all types of structures and be visible at night for the convenience of police, fire, guests and customers.
 - There should be at least two vehicular access/exit points for residents and fire vehicles. (In larger scale projects).

- Open space for passive use should be provided in all developments.
In lower density areas these are generally yards or patios; in medium or higher density developments interior courts, patios or roof gardens would be appropriate.
- Recreation space, appropriate to the type of development, landscaping, including the preservation and planting of large trees and open space should be provided to ensure a pleasing and open landscaped vista to the residents and passersby and to continue the City's tree-covered image.

6. Developments shall be designed to conserve energy and water and work toward healthful air quality.

- New developments shall incorporate energy-saving design features such as appropriate building and roof orientations and architectural features, reduced glass area where appropriate, adequate insulation, heat efficient spaces and arrangements, solar and wind energy capturing systems and energy efficient utilities and appliances.
- Water-saving systems shall be used in developments as technology and economics make them feasible. These include drip irrigation, low water use appliances and fixtures, grey water recycling, anaerobic septic systems and use of tertiary treated water for landscape maintenance and landscape water features.
- Project design shall encourage the use of mass transit. This may include the clustering of units and the provision of bus shelters/benches, turnouts, schedule signs and sidewalks.

7. Residential developments should include and provide for a number of amenities such as adequate storage areas, usable private outdoor areas, indoor and outdoor common areas, landscaped areas and park and recreation areas as appropriate to the needs of the residents and the types of units.

- Provisions should be made for adequate storage of recreational vehicles, such as in the rear of lots or in a common storage area.
- Adequate area should be provided for the storage of gardening equipment, bicycles, furniture and other large items as well as for workshops so that the portions of structures indicated for vehicle storage are adequate for that purpose.

SECTION VI: IMPLEMENTATION MEASURES

The following text describes several major steps which should be undertaken to implement the proposals set forth by the Land Use Element. The list of measures described below is not intended to be exhaustive; several additional programs may be added, certainly in greater detail than those outlined in this section of the Element. The other elements of the General Plan also contain implementation measures which will help attain the proposals of the Land Use Element.

A. Development of Specific Plans

Several General Plan proposals indicate the need for more detailed plans pertaining to particular areas of the Community. These areas include: (1) the seacoast area and beachfront, (2) Ream Field, (3) and the area designated Urban Reserve: Marine Oriented.

The specific plans for each area should detail further the general location, extent and design of the land uses proposed in the Land Use Element and other elements of the General Plan. Such features as building site locations, open space, landscaping, circulation (pedestrian, bicycle, vehicular and public transit), off-street parking and building design should be detailed by each specific plan. Once such plans are prepared and officially adopted, each area would be zoned and developed accordingly.

B. New Zoning Districts

In addition to the proposed changes to the existing ordinances, several new land use zones are recommended to further implement the General Plan. These include a proposed Seacoast District, R-2A District, Open Space Recreation District, Open Space Environmental Reserve District, and Urban Reserve District.

The proposed OS-R (Open Space Recreation District) is intended to provide for preservation of resource areas, while at the same time permitting active use of the subject areas. This district would be applied to resource areas with carrying capacity to permit active uses. These areas include the City Beach and portions of Borderfield State Park. The addition of the OSER (Open Space Environmental Reserve) District will provide for protection and conservation

of valuable natural resources which have limited carrying capacity or are environmentally sensitive. The district would limit and control access and intensity of use in these areas. The Seacoast District, Residential R-2A District, and Urban Reserve District have been described previously.

C. Zoning Ordinance Amendments

The adoption of the General Plan will be followed by a comprehensive review of the City's zoning regulations. Whereas the General Plan sets forth the major development objectives and policies and outlines how and where growth should occur, the zoning regulations set forth the detailed procedures for translating the plan into reality. The zoning map and land use provisions of the zoning ordinance must reflect the objectives, policies and programs specified by the General Plan. The zoning ordinance should also be rewritten to achieve three primary purposes.

- To maintain the current character of existing development and to encourage the upgrading and improved maintainance of deteriorating neighborhoods.
- To encourage change from one land use to another (e.g. from residential to commercial).
- To provide precise guidance, standards and procedures for new land development.

In terms of permitted uses contained in the Zoning Ordinance, existing land uses are generally consistent with existing zoning. However, it should be noted that the existing Imperial Beach Zoning Ordinance utilizes Pyramid Zoning.

Pyramid Zoning allows for low and moderate intensity uses in high density districts; for instance, single-family and multiple-family dwellings are allowed in commercial districts, and all of the preceeding in the industrial district. It is recommended that the zoning ordinance be revised to reduce the amount of pyramiding. In the interim, however, the Zoning Consistency Guidelines (Appendix A) have been written to reduce the effect of pyramid zoning. The majority of the City's current zoning regulations date back to 1972, when the ordinance was first adopted. In subsequent years, several major amendments and additions have been made. The impetus for such amendments and additions has been the need to upgrade or extend adopted zoning regulations to reflect evolving land use trends and development policies.

The existing zoning regulations provide for nine separate districts and a multiple number of provisions related to each district. Even with these provisions, however, the regulations fall short of their potential as a positive, guiding influence for development. Several of the standards set forth by the ordinance are inadequate and in some cases the controls afforded by the regulations have not been developed effectively. Weak points need to be revised, the standards upgraded to reflect the objectives and policies contained in the general plan and new concepts incorporated to make the zoning ordinance a fully effective tool.

D. Zoning Consistency

State legislation now requires that the provisions of the City's zoning ordinance be *compatible with the objectives, policies and programs* specified in the general plan. More specifically, State law requires that there be consistency between the zoning ordinance and the general plan, as follows:

1. *County of city ordinances shall be consistent with the general plan of the county or city by January 1, 1974. A zoning ordinance shall be consistent with a city or county general plan only if:*

- a. *The city or county has officially adopted such a plan; and*
 - b. *The various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses and programs specified in such a plan.*
2. *Any resident or property owner within a city or a county, as the case may be, may bring an action in the Superior Court to enforce compliance with the provisions of subdivision (a). Any such action or proceedings shall be governed by Chapter 2 (commencing with Section 1084) of Title 1 or Part 3 of the Code of Civil Procedure. Any action or proceedings taken pursuant to the provisions of this subsection must be taken within six months of January 1, 1974, or within 90 days of the enactment of any new zoning ordinance as to said amendments or amendments.*
 3. *In the event that a zoning ordinance becomes inconsistent with a general plan by reason of amendment to such a plan, or to any element of such a plan, such zoning ordinance shall be amended within a reasonable time so that it is consistent with the general plan as amended.*¹

A specific schedule should be established for making the appropriate General Plan consistency zone changes. Appendix A describes which zones are consistent with the various land uses, and guidelines which should be followed in evaluating whether a development proposal is consistent with the General Plan.

E. New Zoning Development Ordinances

In addition to the review and revision of the present zoning ordinance, several new ordinances are recommended for inclusion into the municipal code.

Community Design Ordinance
Property Maintenance Ordinance
Community Noise Ordinance

¹State of California, Government Code Section 6586(a).

Environmental Resources Management Ordinance
Flood Plain District Ordinance (Possibly incorporated
as part of the Resources Management Ordinance)

Details regarding the nature and general application of each proposed ordinance are included in the Open Space and Conservation Elements, the Scenic Highways Element, the Community Design Element, Housing Element and Noise Element.

F. Capital Improvement Program

Major future efforts should also be directed towards the development of a phasing program for public capital expenditures. Capital improvement programs generally serve to schedule all major capital proposed projects (i.e., proposed transportation facilities, public facilities and utilities, etc.) over a multi-year period on the basis of need and ability to pay. The time period for various cost estimates may be extended on a yearly basis for the first five years and thereafter, in increments of five years to the fifteen year target date of the General Plan. The projected capital improvements would be allocated each year to the City's annual operating budget.

G. Review and Update Program

The land use element of the general plan represents a long-range guide to the development of land within the City. As such, it represents the desired pattern and direction of future land use as determined at this point in time. New information, new circumstances and new opinions will likely demand change. If the element is not to become obsolete or useless within a relatively short period of time, it should be reviewed and updated regularly. Each proposed change, however, must be measured against the community's objectives and every change should leave the plan a complete and current statement of Imperial Beach's development policies.

Possible modifications due to new information or circumstances should be made only after thorough study indicates the desirability of a change and where such changes are permitted. Recent State law permits a maximum of three changes or amendments within a year's time.

Further, citizen participation can prove extremely valuable in identifying community objectives and in pointing out the need for indepth study of certain issues. An efficient method of future citizen participation could include various members from each of the resident, civic and business communities to maintain small standing committees to keep informed of the status of the Plan and to elicit responses from other members of the community when important issues arise.

The Planning Commission and the City Council must sort and interpret the diverging viewpoints of the various groups, arriving at a consensus or course of action to be followed. Active citizen participation in the planning process is vital to this process. Individuals and groups with personal interest in particular decisions seldom fail to present their views effectively. The often silent majority must be represented if the land use element and general plan are to represent the *community's* desired future for Imperial Beach.

The General Plan, and more specifically, the Land Use Element should be given a thorough review and update every five years following adoption.

APPENDIX A GENERAL PLAN CONSISTENCY GUIDELINES

The purpose of this appendix is to provide specific guidelines to the City for the interpretation of the General Plan, and to provide guidelines for determining whether or not specific land use proposals are consistent with the General Plan.

1. To the maximum feasible extent, all applicable policies of the General Plan, whether or not they directly mention a specific land use, shall be met by any development proposal in order to find that proposal consistent with the General Plan.
2. As a principal rule, any existing or proposed land use which is the same as that designated by the General Plan for the property in question, and which serves to further implement the Goals and Policies of this General Plan shall be determined to be consistent with the General Plan.
3. General Plan land uses are grouped into several broad categories including Open Space, Residential, Commercial, Urban Reserve and Public Facilities. To be consistent with the General Plan, a proposed land use must fall into the same broad category as the use shown on the General Plan. For example, it is inconsistent with the General Plan to propose a residential project on land with the General Plan category of commercial.
4. On land designated as residential, the number of existing or proposed units per net acre must fall within the range of units allowed by the applicable land use designation in order to be considered consistent with the General Plan.

5. If there are two or more specific General Plan land use designations on any parcel of land under consideration for development, the arrangement of the specific land uses in the development proposal must be in proportion to and similar to the intent of the subject specific General Plan designations. For instance, if there is shown on the General Plan 15 acres of Low Density Residential and 5 acres of Open Space on a 20-acre parcel of land, for a proposal to be consistent it should have roughly 5 acres of open space use and 15 acres of low-density housing. A proposal which indicates all dwelling units on roughly equal size lots covering the entire subject parcel would be inconsistent with the General Plan.
6. Commercial land uses shall be considered consistent with the General Plan if the use is in the same broad land use category (i.e., commercial or industrial), and is an equal or less intense use than those intended for the specific land use designation. However, the predominant use(s) proposed are to be the same as those intended for the specific land use designation. For instance, tourist uses would be consistent with a General Commercial designation if the tourist use did not predominate.
7. Nothing in these guidelines shall be interpreted to conflict with or negate any policy of this General Plan.

TABLE A-1
ZONING CONSISTENCY

California State Law requires that zoning be consistent with the General Plan. This table is intended to set forth which zones are considered to be consistent or partially consistent with each Land Use Designation. This table relates primarily to future construction, and not to existing construction. For instance, an existing industrial use on land designated in the Land Use Element for Medium Density Residential land uses should not be considered inconsistent with the General Plan. However, an industrial use proposed for construction at some future date on land designated as Medium Density Residential would be considered inconsistent with the General Plan.

<u>General Plan Land Use Category</u>	<u>Consistent Zones</u>
Low Density Residential	R-1, CT ¹ , PD ²
Medium Density Residential	R-1, R-2, CT ¹ , PD ²
Medium Density Residential (R-2A)	R-1, R-2, R-2A ⁴
High Density Residential	R-1, R-2, R-3, R-4 ³ , CT ¹ , PD ²
Seacoast District	
Commercial Core	R-1 ¹ , R-2 ¹ , R-3 ¹ , R-4 ³ , C-T, C-1, PD ²
Residential/Tourist Related Uses	R-1 ¹ , R-2, R-3, R-4 ³ , C-T ¹ , C-1 ¹ , PD ²
General Commercial	R-1 ¹ , R-2 ¹ , R-3 ¹ , R-4 ³ , CT ¹ , C-1, PD ²
Public Facilities	All zones, as appropriate
Urban Reserve, General	PD ² , OR ¹ , OS ¹
Urban Reserve, Marine-Oriented	R-1 ¹ , R-2 ¹ , R-3 ¹ , R-4 ³ , C-T ¹ , C-1 ¹ , OR, OS ⁴
Open Space Recreation	P-D ² , OR ⁴ , OS ⁴
Open Space Environmental Preserve	P-D, OR ¹ , OS ⁴

¹Limited Consistency: This indicates that a case-by-case evaluation will be needed to determine General Plan consistency. A special use permit may also be required.

²It is recommended that a new zone, Urban Reserve (UR) replace the PD zone.

³The R-4 zone is recommended for elimination since it allows densities higher than permitted in the General Plan.

⁴A proposed new zone. The R-2A would allow higher density sections up to 21 dwelling units per acre.

SHORELINE ACCESS ELEMENT

JUNE 1981

SHORELINE ACCESS

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SHORELINE ACCESS

SECTION I: INTRODUCTION

The public's right of access to the State's navigable waters is protected by Article XV, Section 2, of the California Constitution, which states: "No individual, partnership or corporation, claiming or possessing the frontage for titlelands of a harbor, bay inlet, estuary, or other navigable water in this State, shall be permitted to exclude the right-of-way to such water whenever it is required for any public purpose, not to destroy or obstruct the free navigation of such water; and the Legislature shall enact such laws as will give the most liberal construction to this provision, so that access to the navigable waters of this State shall be always attainable for the people."

The desire of the voters of the State of California to protect and enforce the right of public access to the coast was demonstrated by the passage of Proposition 20 in 1972. Section 27304 (4) of the 1972 California Coastal Zone Conservation Act required that the coastal plan include "a public access element for maximum visual and physical use and enjoyment of the coastal zone by the public." The Coastal Act of 1976, which was based on the 1975 Coastal Plan requires each local government to prepare a specific public access component to assure that maximum public access to the coastal and public recreation areas is provided. The Coastal Act policies which are related to shoreline access are as follows:

30210. In carrying out the requirement of Section 2 of Article XV of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, and rights of private property owners, and natural resource areas from overuse.

30211. Development shall not interfere with the public's right of access to the sea where required through use, or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

30212. Public access with regards to public roadway to the shoreline and along the coast shall be provided in new development projects except where (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources, (2) adequate access exists nearby, or (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be open to the public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.

Nothing in this division shall restrict public access nor shall it excuse the performance of duties and responsibilities of public agencies which are required by Sections 66478.1 to 66478.14, inclusive, of the Government Code and by Section 2 of Article XV, of the California Constitution. Public access component comprised of the above stated coastal policy is part of the total Local Coastal Program which includes a Land Use Plan and zoning regulations, and must be approved by County and City governing bodies and the Coastal Commission.

However, despite legislation which is aimed at protecting the public's right of access to lands below the mean high-tide line, substantial portions of the California coastline are inaccessible to the public. Public access to the tidelands is generally denied in one of two ways. Frequently, upland owners claim legal rights to the dry sandy beach which, they assert, allows them to prohibit the public from using this area. More frequently, public access to the coast is prevented by erection of physical barriers. Thus, the public may be able to reach the publicly-owned tidelands adjacent to privately-owned lands only by hiking long distances along the shoreline.

The situation in the City of Imperial Beach is perhaps better than in many areas of California. Of the approximately 17,600 feet of shoreline nearly 12,000 feet or 68% are either publicly-owned or have direct vertical or lateral access. This includes 6,000 linear feet of sandy beach owned fee simple by the State of California within the Borderfield State Park in the extreme southwest corner of the City.

The Coastal Act states that maximum access shall be provided for all the people consistent with public safety needs and the need to protect public rights, and rights of private property owners, and natural resource areas from overuse. In order to provide for maximum access in a manner consistent with objectives of the Coastal Act, standards for public access need to be established for the community. The establishment of these access standards necessitates a three-part process. The three steps are as follows:

1. Inventory of existing access conditions.
2. Evaluate access adequacy for existing and projected demand.
3. Develop standards to satisfy current and projected access demand.

The following sections state the existing state of public access in Imperial Beach as well as a comprehensive access program including plans, policies and development criteria for the City of Imperial Beach.

SECTION II: EXISTING PUBLIC ACCESS

For the purposes of public access, the beach area can be divided into four study or resource areas. These study areas, while physically adjacent to one another, each have unique qualities which merit separate study in terms of public access. The study areas are:

- Imperial Beach City Beach
- Imperial Beach Fishing Pier
- Tijuana River Estuary
- Borderfield State Park

These study areas are discussed in more detail in the following paragraphs.

Imperial Beach City Beach

The City beach is comprised of 33 acres of sandy beach which includes approximately 6,000 linear feet of beach. Public attendance figures for the City Beach have shown significant increase since 1960.

<u>Year</u>	<u>Attendance</u> ¹
1960	163,000
1962	164,700
1964	174,500
1966	216,000
1968	294,000
1970	302,000
1972	295,000
1974	312,000
1976	363,000
1978	358,000

¹City of Imperial Beach,
Department of Parks and Recreation,
1979

It is estimated that 90 percent of the use of the City Beach occurs north of Imperial Beach Avenue.

Exhibits 1, 2, 3, 4 and 5 identify public access and related data for the beach area. Information shown includes shoreline property by use and ownership, beach access areas and facilities, and areas of potential prescriptive rights.

Accessway Use: As suggested by the Coastal Commission Shoreline Access Interpretive Guidelines, three categories of existing accessway use are identified. These are Pass and Repass, Passive Recreational Use, and Active Recreational Use. Briefly, a pass and repass designation allows walking and running along the accessway; passive recreational use includes quiet, casual beach activities such as sunbathing, surfing and fishing; active recreational use includes the full range of beach oriented activities. (See Statewide Interpretive Guidelines, Public Access, Shoreline, June 21, 1979.)

Specifically, the City Beach area presently is served by twenty (20) vertical accessways and one (1) lateral accessway. The following table breakdown the accessways by use.

Accessway Use, City Beach
Table 1

<u>Accessway</u>	<u>Use</u>	<u>Type</u>	<u>Width</u>	<u>Condition</u>
1. Alley at north City boundary	Pass and Repass	V	20'	Paved
2. Palm Avenue*	Active	V	80'	Paved
3. Dahlia*	Active	V	53.33'	Paved
4. Donax*	Active	V	53.33'	Paved
5. Daisy*	Active	V	53.33'	Paved
6. Date*	Active	V	53.33'	Paved
7. Elm*	Active	V	53.33'	Paved

<u>Accessway</u>	<u>Use</u>	<u>Type</u>	<u>Width</u>	<u>Condition</u>
8. Evergreen*	Active	V	53.33'	Paved
9. Elder*	Active	V	53.33'	Paved
10. Elkwood*	Active	V	53.33'	Paved
11. Ebony*	Active	V	53.33'	Paved
12. Imperial Beach*	Active	V	80'	Paved
13. Auto*	Active	V	53.33'	Unimproved
14. Beach*	Active	V	53.33'	Parking & Walkway
15. Cortez*	Active	V	53.33'	Unimproved
16. Decanso*	Active	V	53.33'	Unimproved
17. Encanto*	Pass & Repass	V	53.33'	Unimproved
18. Easement	Pass & Repass	V	8'	Unimproved
19. Easement	Pass & Repass	V	8'	Unimproved
20. Alley	Pass & Repass	V	20'	Unimproved
21. Ocean Blvd.	Active	L	Varies	Sand

Key: V Vertical
L Lateral

Frequency of Accessways: Throughout the City Beach area the distance between accessways ranges from a minimum of 200 feet to a maximum of 625 feet with the median distance 250 feet between accessways. Assuming an average walking speed of three (3) miles per hour (20 minutes per mile) the maximum walking time to an accessway is slightly more than one minute. Sixty-three percent of the accessways are less than one minute walking time away.

Access Support Facilities: The accessways of the City Beach area are supported by a municipal parking lot located between Evergreen and Elder Streets. This lot has parking spaces for approximately 135 vehicles. Parking stalls are metered with a maximum time unit of fifteen (15) hours.

*Accessway subject to street ending improvement policy (refer to page 7).

This single parking facility is augmented by on-street parking sufficient to handle approximately 370 additional vehicles. Additionally, the City has adopted various street-end improvement policies designed to facilitate beach access while providing additional parking utilizing existing street rights-of-way. The policies are as follows:

1. All existing street-ends under City ownership that can provide public access to coastal resources (to include bays) shall generally be retained.
2. In the event that public access and the public interest may be served by the alteration or development of street-ends, the City may consider vacation, when:
 - a. Such action would permit larger-scale development requiring the consolidation of two (2) or more lots, including the public street right-of-way, and
 - b. Such larger-scale development involves a use related to public recreation and/or visitor-serving facilities, and
 - c. Such development incorporates within its plans and building designs:
 - (1) A means of maintaining or restoring physical public access to the shoreline, and
 - (2) A means of maintaining visual public access to the shoreline, and
 - (3) A means of maintaining or restoring public vehicular parking.
3. Public access and parking incorporated with such development shall be dedicated to the City and serve as a condition to the continued use and operation of such development.
4. Where street-ends are to be retained, the City shall prepare detailed design plans for each on an individual basis and include the ultimate right-of-way. Temporary design solutions may be applied to the existing paved street area,

such as striping or re-striping (if a gain in parking may be achieved), however, such temporary measures shall be in harmony with the ultimate design solutions.

5. Each design for street-ends shall consider:

- a. Maximizing parking
- b. Pedestrian access to the wet sands
- c. Public access signs
- d. Landscaping
- e. Lighting
- f. Emergency vehicle access
- g. Provisions for wheelchairs
- h. Compact cars
- i. Minimizing maintenance
- j. Bicycle racks, and
- k. Parking spaces for the handicapped.

6. The Zoning Ordinance shall be amended to include the provisions suggested by the City Attorney (Memo Re: Street-Endings--First Street South of Colorado: August 25, 1978) as follows:

- a. Require, as a part of the Zoning Ordinance, that multiple-family projects (R-2, R-3, R-4 etc.) in a described area, be required to put in offsite improvements such as parking and walkways in accordance with the Street-Ending Improvement Policy.
- b. Provide for site plan review of project design and street-ending design.
- c. Provide for reimbursement from the property owner on the other side of the street in those instances where the entire street-end is to be improved by the first developer.
- d. Provide for a recordable covenant imposing a maintenance obligation on the property owner.

- 7. Any existing problems, such as drainage, etc., shall be corrected as part of the street-end design solution.
- 8. Meters shall be considered and revenues from such meters earmarked for reimbursing improvements.

Imperial Beach Fishing Pier

The City pier is one of Imperial Beach's main visitor serving and recreational facilities. The Municipal Pier was constructed in 1964 and is approximately 1,200 feet long with a "T" shaped formation about 300 feet long at its terminus. The pier offers sportfishing (excursion), a concession stand selling fishing supplies, fishing, and panoramic views. Recent visitation figures for the Municipal Pier were 249,000 in 1976 and 302,000 in 1978.

Exhibit 2 identifies public access data for the fishing pier area.

Tijuana River Estuary

The Tijuana River Estuary is comprised of approximately 623 acres of land with 258.33 acres utilized as a state wildlife preserve and 364.23 of privately owned land. The Estuary is fed by the Tijuana River which originates in Mexico. Approximately 270 acres of salt marsh exists which is flooded daily by regular high tides. Additionally, the Estuary contains 145 acres of tidal channels and mudflats and 760 acres of maritime zone consisting of sand dunes, beaches and gradation of salt tolerant to fresh water vegetation. While there are no actual attendance figures for the Tijuana River Estuary, observations show that portions of the Estuary and the Oneonta Slough area are used extensively for recreational activities including fishing, bait digging, walking, bird watching, etc.

Exhibit 6 presents public access data for the Tijuana River Estuary area. In summary, the Tijuana River Estuary contains no publicly owned, identified accessways. However, several potential prescriptive easements have been identified. Additionally, several general tideland accessways have been identified through the State wildlife preserve.

Accessway Use: The accessways of the Tijuana River Estuary are of pass and repass classification. Due to the characteristics of the Estuary and Slough area the California State Department of Parks and Recreation has limited access to protect the fragile resources which exist in the area.

Access Support Facilities: The Tijuana River Estuary area is not directly served by any access support facility. A relatively small dirt area along the east side of First Street at its terminus is used extensively for parking.

Borderfield State Park

Located at the Southern end of the City of Imperial Beach, the state operated park comprises approximately 655 acres. Three hundred seventy-two acres of the park, formerly Border Field Naval Facility, is owned in fee by the State Department of Parks and Recreation. This property includes 6,000 linear feet of beach, about 300 acres of coastal floodplain containing an arm of the lagoon and salt marshes, about 30 acres of steep slopes at the edge of the floodplain, and about 10 acres of flat plateaus overlooking the floodplain and beach. Recent visitation figures for Borderfield State Park were 234,000.* This figure is estimated to have dropped by 150,000 from 1978-1979.

Exhibit 7 indicates the existing public access information for the Borderfield State Park area. Generally, the opportunity for use of the Borderfield Park area is limited by the relative isolation of the facilities and the area's resources. Access to the park is limited to Monument Road, a narrow, two-lane road in generally poor condition, subject to seasonal inundation. Within the park area, several accessways exist.

*State Department of Parks and Recreation, 1977-1978, Region 6 District Office.

Accessway Use: Accessway use varies depending on the specific location within the Borderfield State Park.

- Beach Use Access. Direct vertical active access to the beach is provided via the parking area on the coastal strand directly adjacent to the beach. Additionally, a lateral passive accessway exists along the beach.
- Monument Mesa Access. Access to the mesa area is in the active classification. No direct access to the beach from the mesa exists due to the bluff top topography of the area. However, an active accessway along the top of the mesa exists.

Access Support Facilities: Support facilities for the Borderfield State Park area include a 280 car parking lot in the beach area; a one hundred car parking lot on Monument mesa; picnic sites; restrooms; and interpretation facilities for the estuary, beach and historic monument. As previously stated, the primary thoroughfare to Borderfield State Park is a single, narrow two-lane road and serves to isolate and limit the access to the area.

SECTION III: ACCESS ADEQUACY: CURRENT AND FUTURE

As previously described, the beach area has been divided into four study areas: City Beach, Fishing Pier, Tijuana River Estuary, and Borderfield State Park. Each of these areas will be described in terms of current use demand and projected future demand in the following paragraphs. Based on current and projected future demands, an assessment of access adequacy has been made.

Imperial Beach City Beach

As discussed under existing public access, the public attendance figures for the City Beach have shown a significant increase since 1960, growing from 163,000 to 358,000 in 1978. It is difficult to project the future demand on the City Beach. Theoretically, the beach area could accommodate 400 persons per acre resulting in an annual attendance of well over 4,000,000 persons. However, that is the theoretical situation and the actual attendance figures will be limited by the quality and quantity of support access facilities such as parking lots. The City Beach area is presently served by 505 on and off-street parking spaces. Further, during the heavy attendance seasons of the year, it is not unusual for all of the vacant land in the City Beach area to be utilized for parking. Based on past attendance figure increases it could reasonably be expected for attendance to reach 500,000 by the year 2000. However, in order to adequately accommodate this number of people provision of additional parking facilities will be required.

Existing accessways in the City Beach area are generally adequate to serve both current and future demand in terms of frequency, location and width. However, additional public directional signs are needed to indicate beach access points and vehicular parking for the beach. Presently the public is unaware of its right of access to certain shoreline areas. For example, there are several areas where easements do exist but have not been improved and signed. Finally, several accessways remain unimproved. However, adherence to the present street-ending policy should resolve this deficiency.

Imperial Beach Fishing Pier

Present attendance figures for the municipal pier place use at about 302,000 persons annually. However, development of surrounding area with visitor-serving facilities would result in pier use increasing to 500,000 persons. Since the City Beach and Fishing Pier share support facility parking, it will be necessary to increase parking facilities to accommodate projected future demand. Also needed are additional drinking fountains, street furniture and public restrooms.

Tijuana River Estuary

The fragile nature of coastal resources precludes intensive use of the Tijuana River Estuary. The State Department of Parks and Recreation has indicated the Estuary area can accommodate a maximum of eight persons per acre without harm to the natural resources. Based on this factor the maximum theoretical capacity of the Estuary would be 320,000 persons per year. However, certain areas are very fragile or sensitive and would not accommodate any usage. Further, a large amount of the area is water. Therefore, the practical capacity of the Estuary is approximately 60,000 persons annually.

Exhibit 6 shows the location of several potential prescriptive easements and/or public areas which should be considered for accessways. These potential accessways need to be officially established as accessways and will require a number of special improvements such as buffers, signing, and possibly fencing necessary to protect the sensitive resources of the estuary.

Borderfield State Park

The present use of Borderfield State Park is 150,000 persons annually. The State Department of Parks and Recreation indicates the maximum annual attendance which can be accommodated is approximately 324,000. Access within the park is adequate; however, as stated in the existing public access section improvements to Monument Road are necessary.

SECTION IV: ACCESSWAY STANDARDS

The purpose of this section is to provide for public access standards to be utilized in the development of public access program for Imperial Beach. The access standards address accessway width, frequency, use, limitations, location criteria, and type. As with previous sections, this section addresses the four study areas. The following table presents access standards for Imperial Beach.

Table 2
Accessway Standards by Area

1. Imperial Beach City Beach

	Lateral Accessways			Vertical Accessways		
	Pass & Repass	Passive	Active	Pass & Repass	Passive	Active
WIDTH	25'	25'	25'	10'	20'	50'
FREQUENCY	N/A	N/A	N/A	300'	Varies	650'
STRUCTURE SETBACK (Privacy Buffer)	10'	25'	30'	10'	10'	20'

2. Fishing Pier

	Lateral Accessways			Vertical Accessways		
	Pass & Repass	Passive	Active	Pass & Repass	Passive	Active
WIDTH	25'	30'	30'	10'	20'	50'
FREQUENCY	N/A	N/A	N/A	100'	300'	300'
STRUCTURE SETBACK	10'	10'	20'	10'	10'	20'

3. Tijuana River Estuary

	Lateral Accessways			Vertical Accessways			Limited Accessway		
	Pass & Repass	Passive	Active	Pass & Repass	Passive	Active	Pass & Repass	Passive	Active
WIDTH	25'	25'	N/A	10'	15'	N/A	10'	20'	N/A
FREQUENCY	Varies	Varies	N/A	Varies	Varies	N/A	Varies	Varies	N/A
STRUCTURE SETBACK	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

4. No specific standards for accessways are established for Borderfield State Park other than those applied by the State Department of Parks and Recreation.

ADDITIONAL PROVISIONS

The following modifications, exceptions, and explanations apply to the accessway standards set forth above.

1. The accessway standards refer to the base requirements for the study area identified. More restrictive limitations may be imposed in any particular area in order to provide for a reasonable determination and control of land use intensity within the City of Imperial Beach as part of the design review process.
2. Accessways are to be provided by type, use and general location in accordance with the enclosed maps, Exhibits 1 through 7.
3. Parking for existing and proposed active accessways should include a minimum of six parking spaces per accessway to be located within the accessway.
4. A minimum of one public information sign shall be placed at each accessway in accordance with the standards set forth in the Community Design Element. These signs shall utilize the whale logo, and provide the following types of information as applicable.
 - The City name (Imperial Beach)
 - Public information (i.e., beach access, parking, hazard, etc.)
 - Directional arrow
 - Emergency numbers

In addition, for those accessways which are limited as to use, intensity, etc., additional signs describing the specific prohibitions shall be posted.

SECTION V: SUMMARY OF RECOMMENDATIONS

The following remarks address each of the four subject areas in terms of recommendations as to their final utilization and disposition.

1. City Beach. To reiterate earlier statements, the existing accessways appear to be of adequate size and location for existing and projected use. In several cases these accessways are in need of improvement and the City should move to resolve this situation.
2. Fishing Pier. This area is in need of special attention. As a major component in the shoreline/tourist scheme, emphasis should be placed in its refurbishment. Resting areas should be designated to accommodate strollers as well as those fishing from the pier. Drinking fountains should be installed and increased parking facilities will have to be created. Electrical outlets may be installed at intervals to allow electrical devices to be used by the pier people (T.V.'s, radios, lights).
3. Tijuana Estuary. Because of the sensitive nature of this area, and the fact that some of this area is privately owned and may be earmarked for future development, the City should take steps to ensure limited or controlled access to the estuary site. Development guidelines should be instituted to prevent the destruction of this natural resource. Access and utilization of this area must be controlled by the installation of appropriately designed and posted accessways. Designated parking and fencing will help to guard against the destruction of this resource.

In addition, steps must be taken by the City to incorporate the designated prescriptive easements into the scheme of shoreline accessways.

4. Borderfield State Park. The existing facilities are more than adequate to accommodate the projected growth for this area. The City must continue to assist the State Department of Parks and Recreation in a coor-

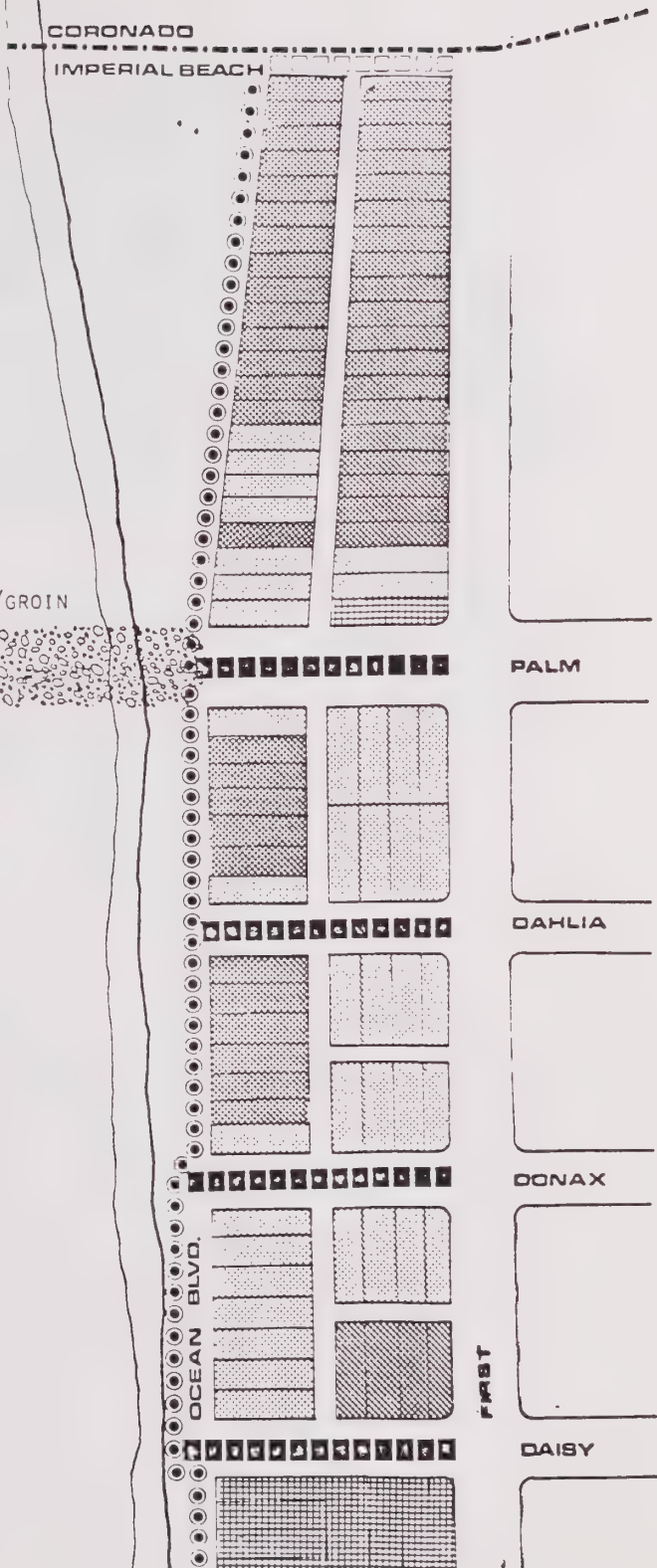
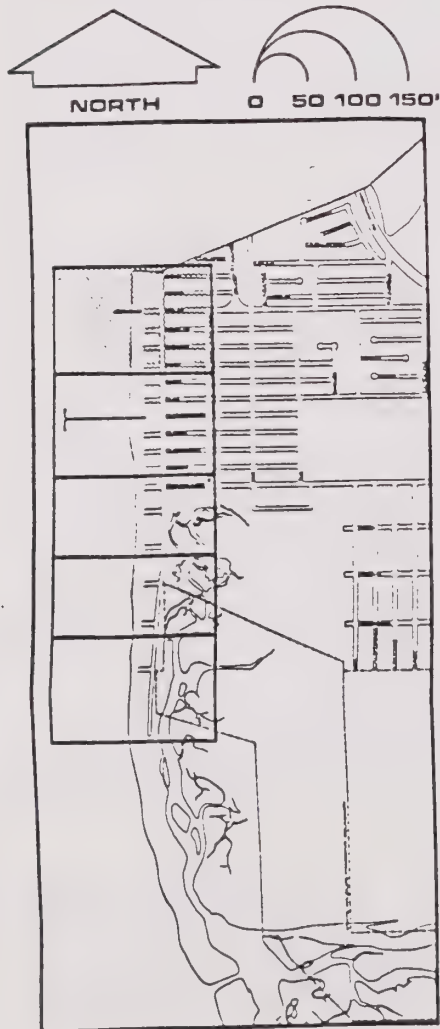
minated effort to make this resource available to the public and to maintain the environmental integrity of the area.

In each of the four cases above, existing shoreline accessways can adequately handle present and projected levels of utilization. In some cases these accessways are in need of limited to extensive improvement. In addition, inadequate and/or inappropriate signing was in evidence and steps must be taken to resolve this potentially dangerous situation.

IMPERIAL BEACH LCP

EXHIBIT 1: SHORELINE ACCESS, AREA 1

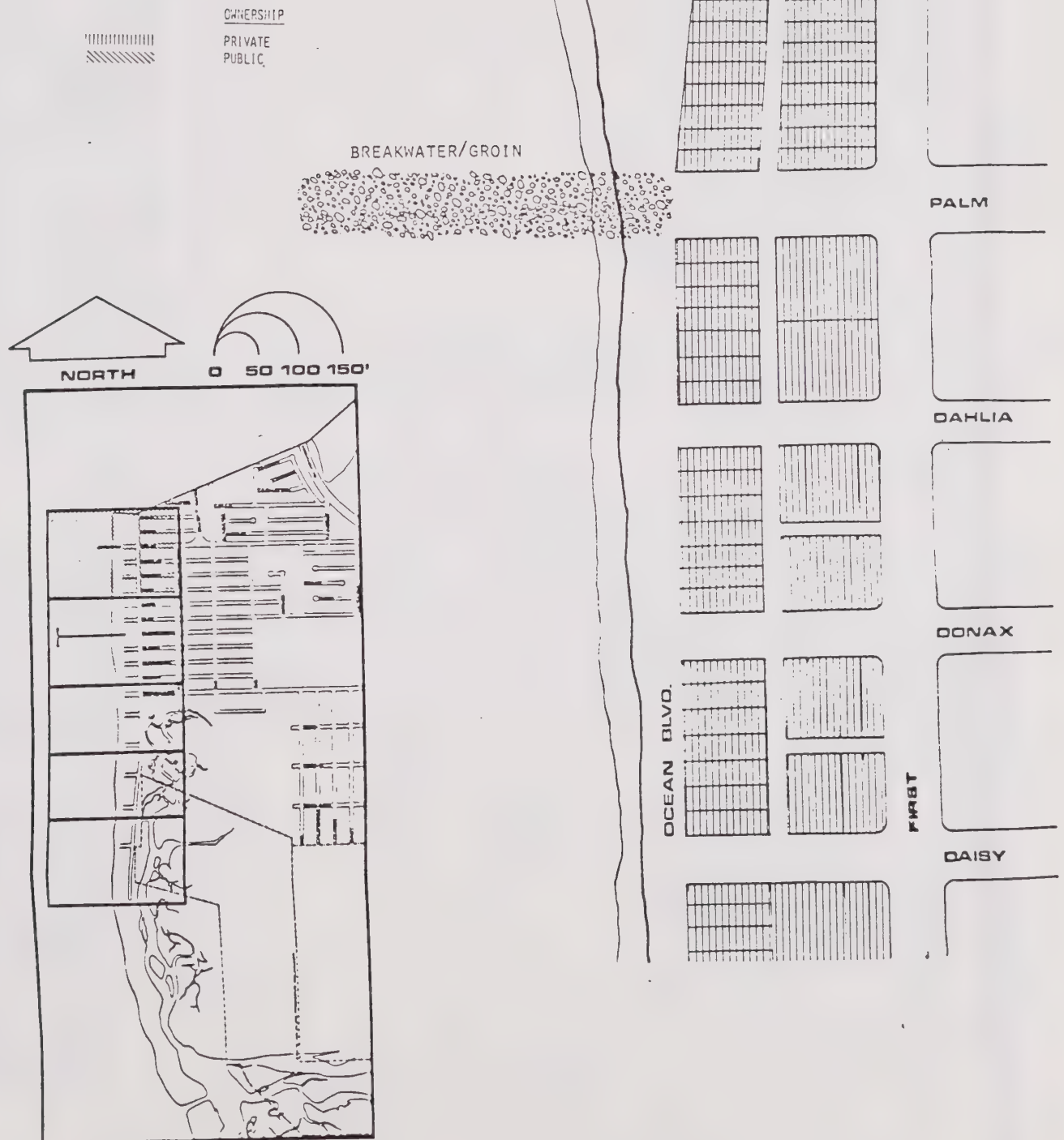
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□□□□□	VERTICAL	PASS & REPASS
■□□□□	VERTICAL	PASSIVE
■□□□□	VERTICAL	ACTIVE
●●●●●	LATERAL	PASS & REPASS
●●●●●	LATERAL	PASSIVE
●●●●●	LATERAL	ACTIVE
◆◆◆◆◆	EASEMENT	EXISTING
◆◆◆◆◆	EASEMENT	POTENTIAL PRESCRIPTIVE
*****	TIDELAND	LIMITED
<u>SUPPORT FACILITIES</u>		
■	PARKING	
<u>LAND USE</u>		
■	VACANT	
■	RESIDENTIAL	
■	COMMERCIAL	
■	PUBLIC FACILITY	



IMPERIAL BEACH LCP

EXHIBIT 1A: SHORELINE OWNERSHIP, AREA 1

V-4

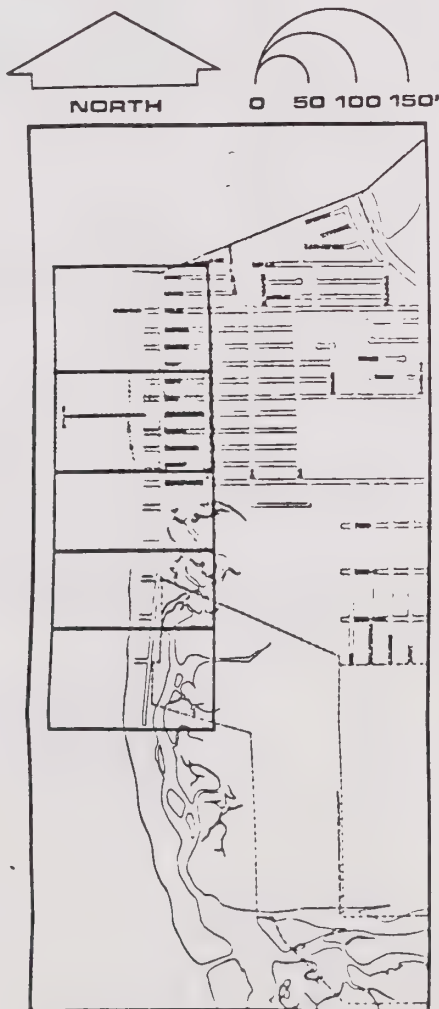


IMPERIAL BEACH LCP

EXHIBIT 2: SHORELINE ACCESS, AREA 2

S-5

PATTERN	ACCESSWAY TYPE	ACCESSWAY USE
□□□□□	VERTICAL	PASS & REPASS
■ ■ ■ ■ ■	VERTICAL	PASSIVE
■ ■ ■ ■ ■	VERTICAL	ACTIVE
○ ○ ○ ○ ○	LATERAL	PASS & REPASS
○ ○ ○ ○ ○	LATERAL	PASSIVE
○ ○ ○ ○ ○	LATERAL	ACTIVE
◆ ◆ ◆ ◆ ◆	EASEMENT	EXISTING
◆ ◆ ◆ ◆ ◆	EASEMENT	POTENTIAL PRESCRIPTIVE
*****	TIDELAND	LIMITED
<u>SUPPORT FACILITIES</u>		
■ ■ ■ ■ ■	PARKING	
<u>LAND USE</u>		
■ ■ ■ ■ ■	VACANT	
■ ■ ■ ■ ■	RESIDENTIAL	
■ ■ ■ ■ ■	COMMERCIAL	
■ ■ ■ ■ ■	PUBLIC FACILITY	



PIER

MUNICIPAL
PARKING
LOT
135 SPACES

OCEAN BLVD.

FIRST

DAISY

DATE

ELM

EVERGREEN

ELDER

ELKWOOD

EBONY

IMPERIAL BEACH LCP

EXHIBIT 2A: SHORELINE OWNERSHIP, AREA 2

V-6

OWNERSHIP
PRIVATE
PUBLIC



PIER

OCEAN BLVD.

DAISY

DATE

ELM

EVERGREEN

ELDER

ELKWOOD

FIRST

EBONY

IMPERIAL BEACH LCP

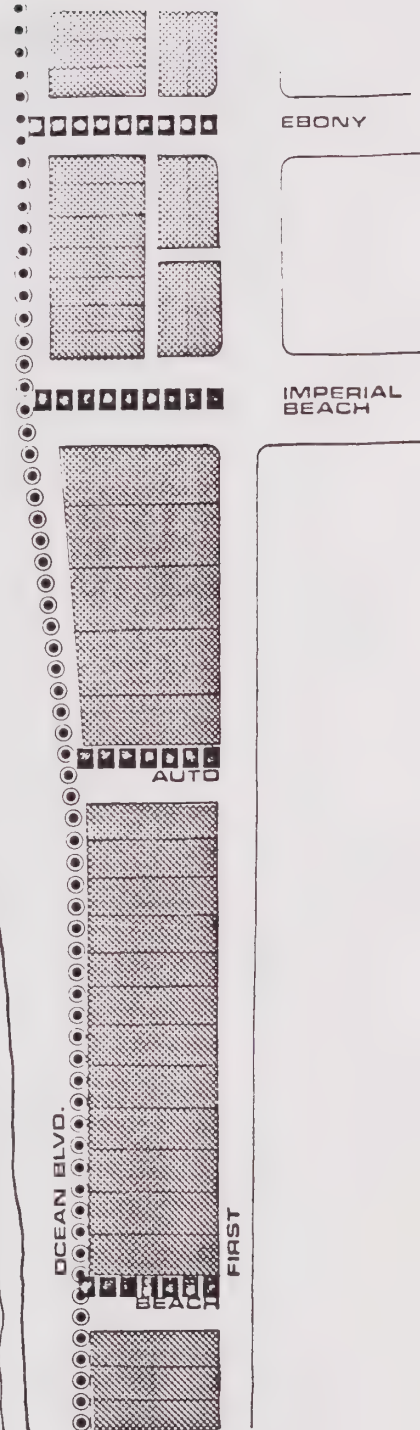
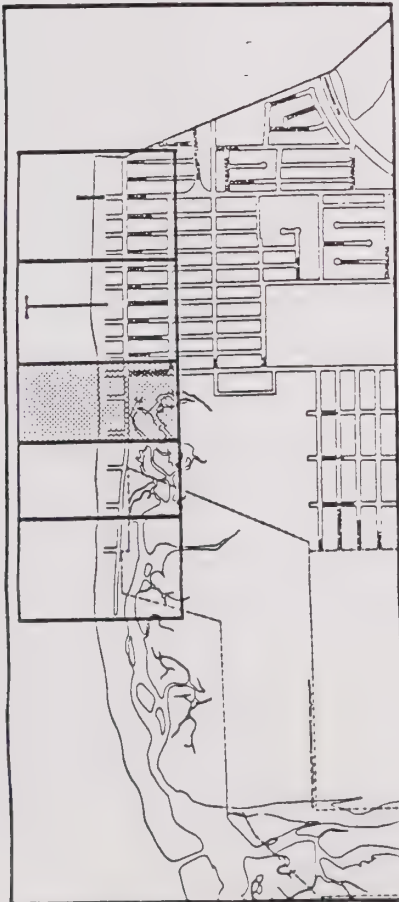
EXHIBIT 3: SHORELINE ACCESS, AREA 3

V-7

PATTERN	ACCESSWAY TYPE	ACCESSWAY USE
○○○○○○	VERTICAL	PASS & REPASS
●●●●●●	VERTICAL	PASSIVE
■ ■ ■ ■ ■	VERTICAL	ACTIVE
○ ○ ○ ○ ○	LATERAL	PASS & REPASS
● ● ● ● ●	LATERAL	PASSIVE
● ● ● ● ●	LATERAL	ACTIVE
◆ ◆ ◆ ◆ ◆	EASEMENT	EXISTING
◆ ◆ ◆ ◆ ◆	EASEMENT	POTENTIAL PRESCRIPTIVE
*****	TIDELAND	LIMITED

SUPPORT FACILITIES	
■ ■ ■ ■ ■	PARKING

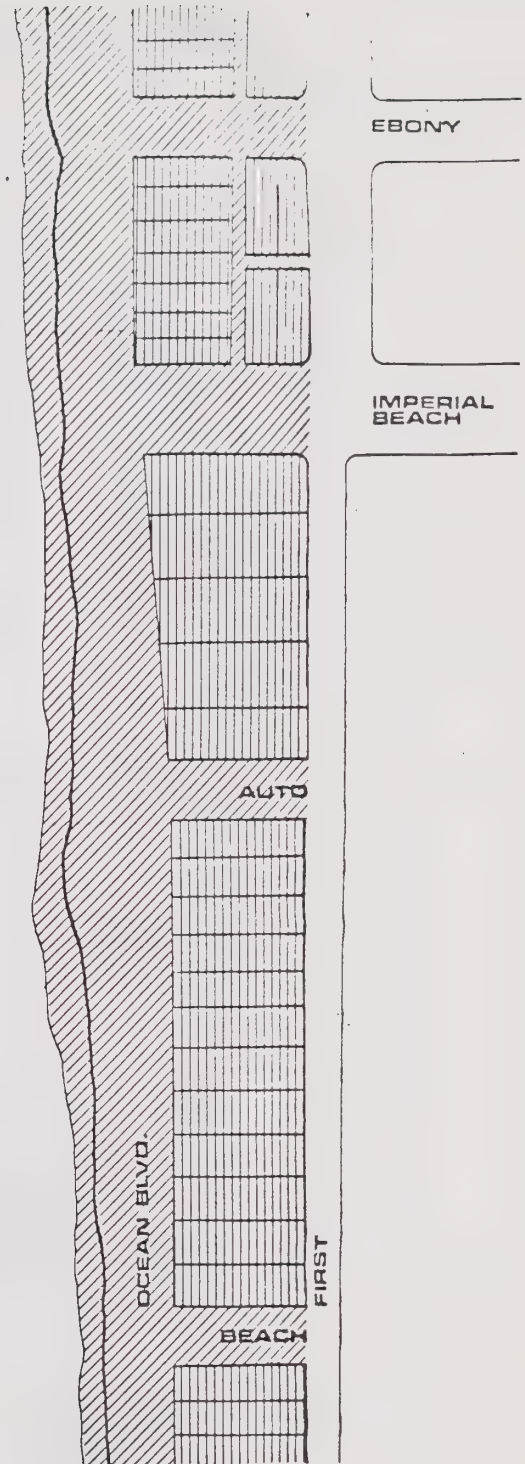
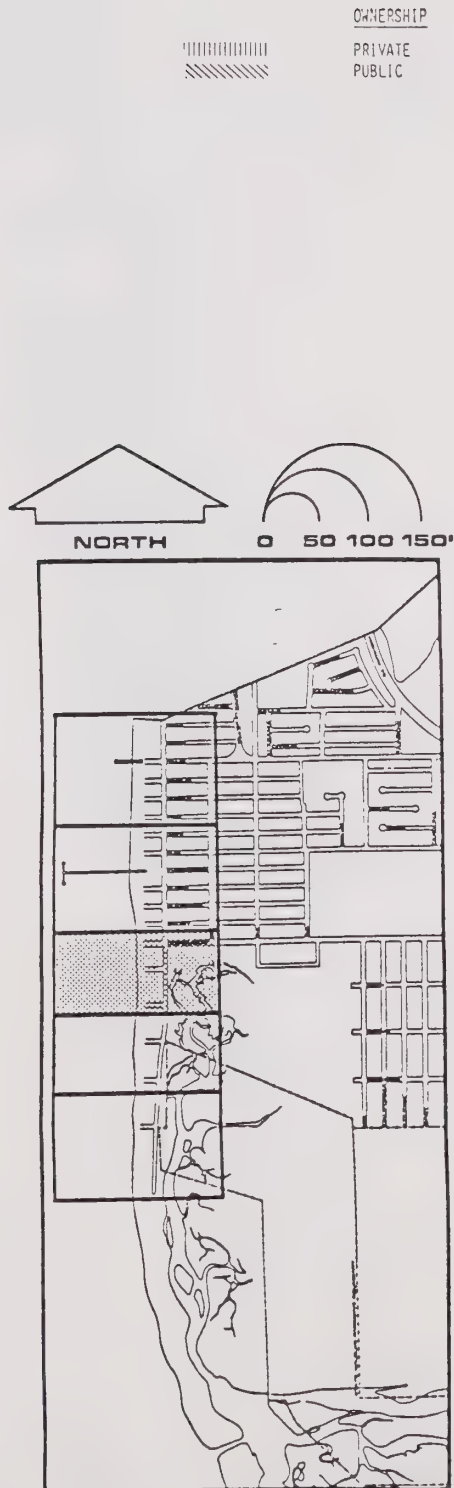
LAND USE	
□ □ □ □ □	VACANT
■ ■ ■ ■ ■	RESIDENTIAL
■ ■ ■ ■ ■	COMMERCIAL
■ ■ ■ ■ ■	PUBLIC FACILITY



IMPERIAL BEACH LCP

EXHIBIT 3A: SHORELINE OWNERSHIP, AREA 3

8-A

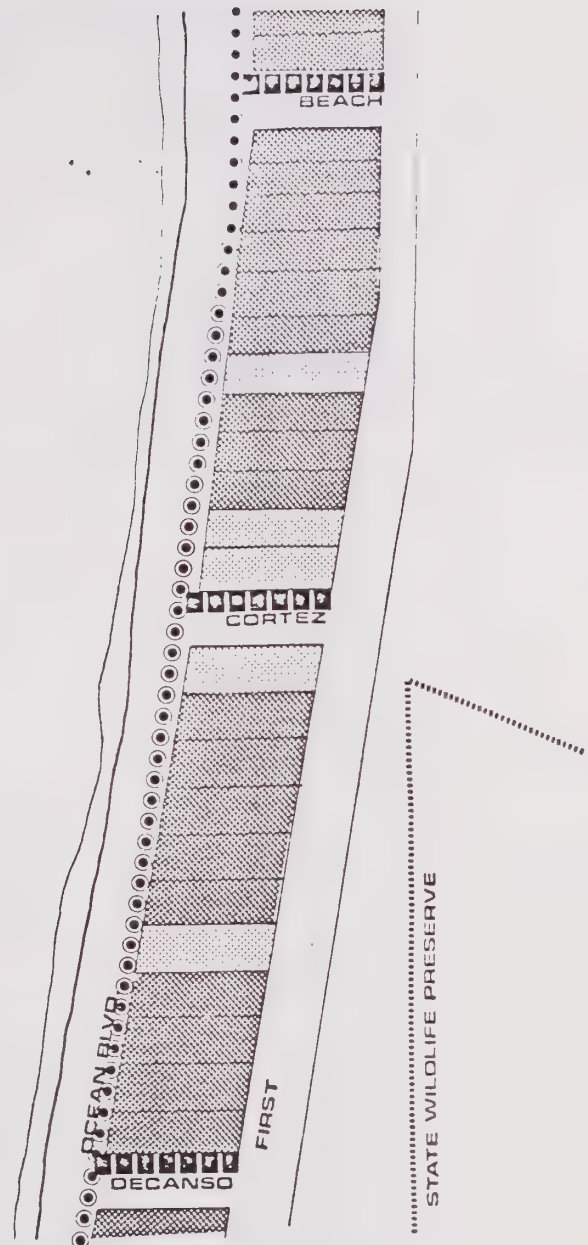
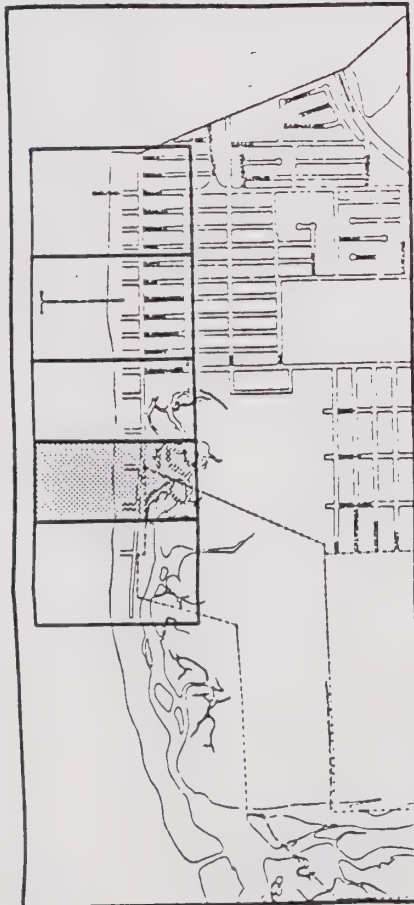


IMPERIAL BEACH LCP

EXHIBIT 4: SHORELINE ACCESS, AREA 4

6-A

PATTERN	ACCESSWAY TYPE	ACCESSWAY USE
 	VERTICAL VERTICAL VERTICAL	PASS & REPASS PASSIVE ACTIVE
 	LATERAL LATERAL LATERAL	PASS & REPASS PASSIVE ACTIVE
 	EASEMENT EASEMENT	EXISTING POTENTIAL PRESCRIPTIVE
	TIDELAND	LIMITED
SUPPORT FACILITIES		
	PARKING	
LAND USE		
	VACANT	
	RESIDENTIAL	
	COMMERCIAL	
	PUBLIC FACILITY	

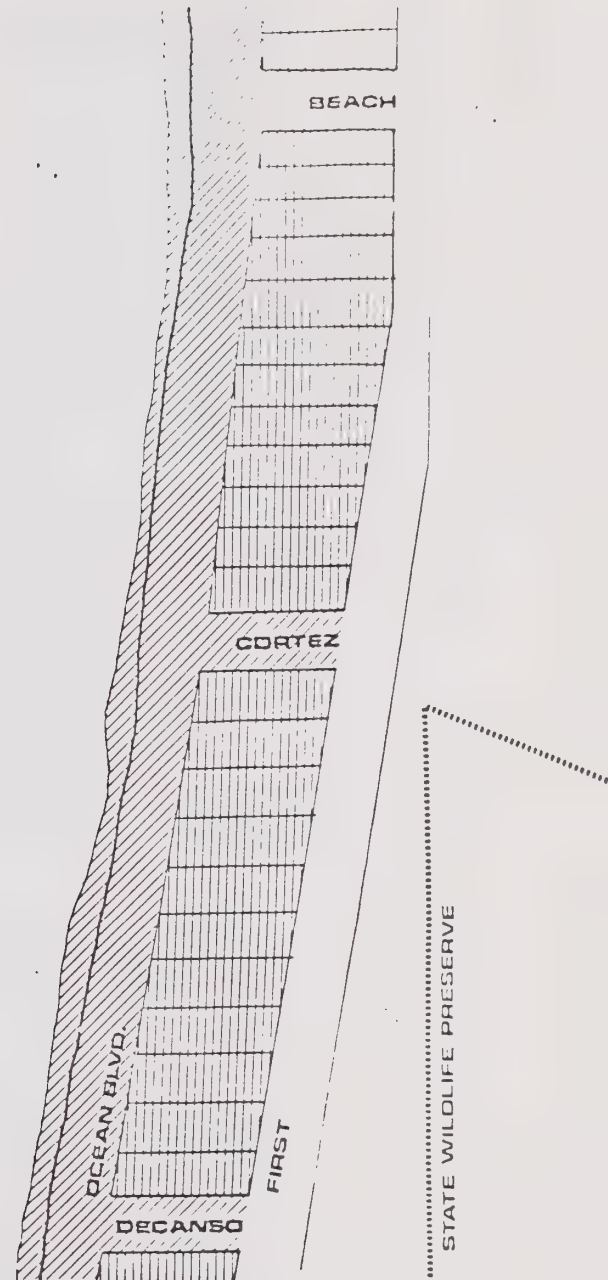
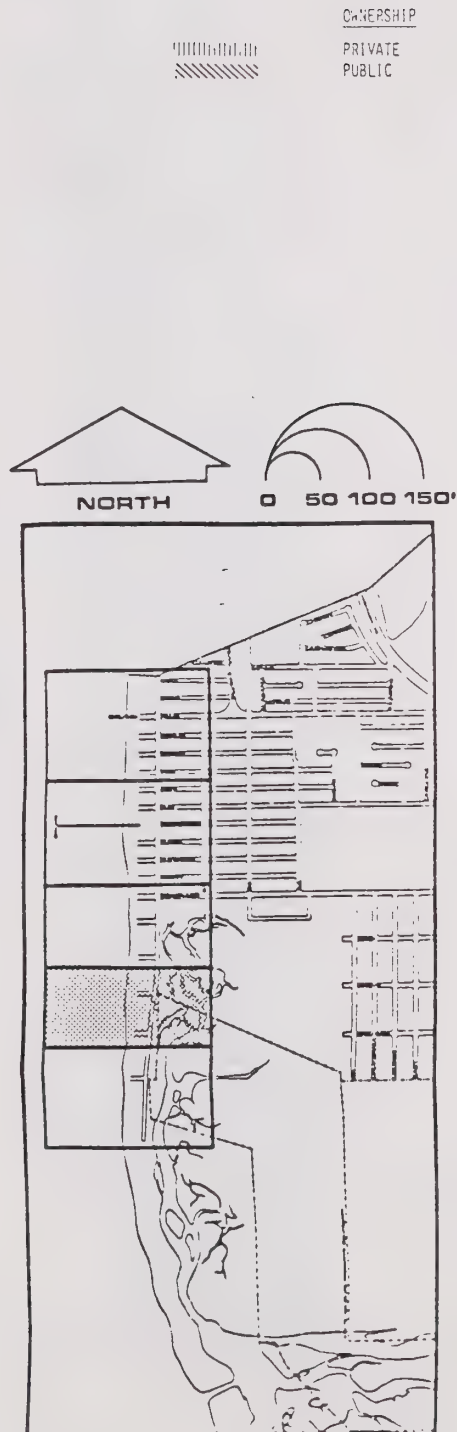


STATE WILDLIFE PRESERVE

IMPERIAL BEACH LCP

EXHIBIT 4A: SHORELINE OWNERSHIP, AREA 4

V-10



IMPERIAL BEACH LCP

EXHIBIT 5: SHORELINE ACCESS, AREA 5

IT-A

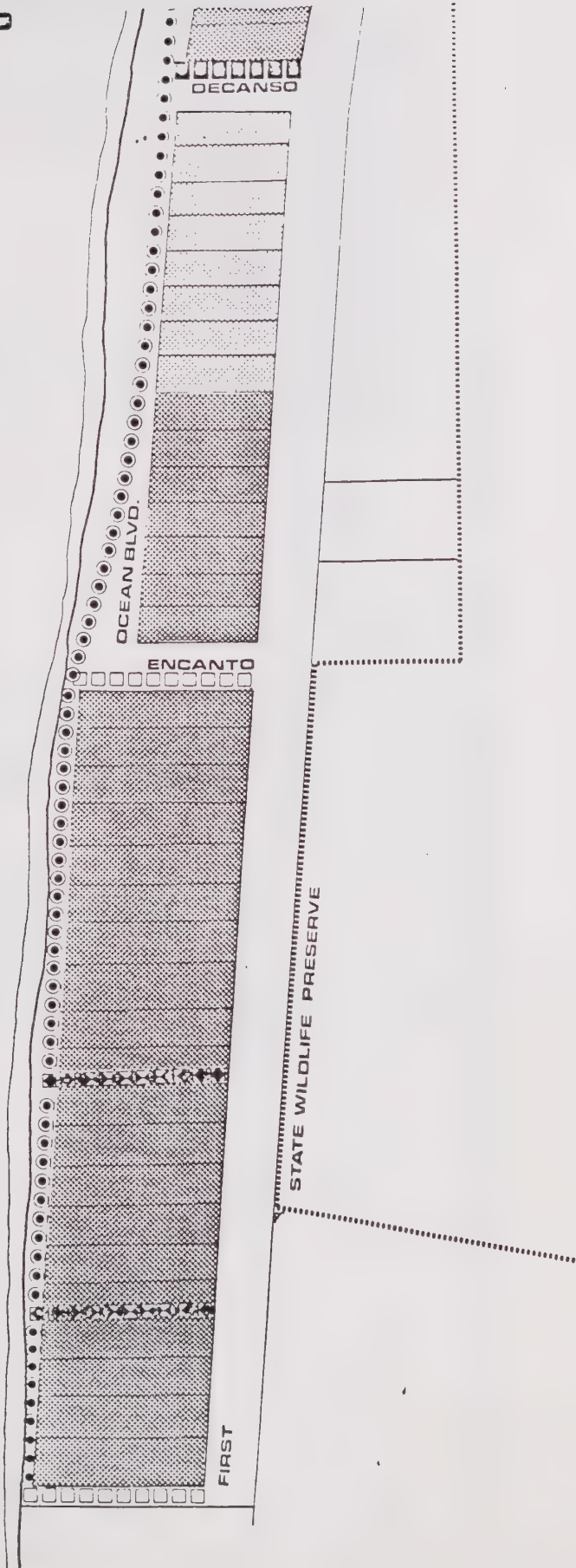
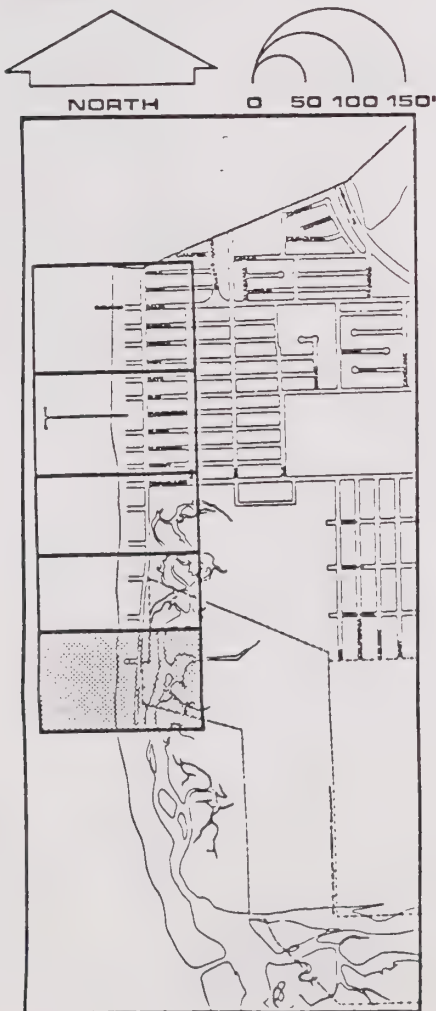
PATTERN	ACCESSWAY TYPE	ACCESSWAY USE
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▤▤▤▤▤▤	VERTICAL	PASSIVE
■ ■ ■ ■ ■	VERTICAL	ACTIVE
●●●●●●	LATERAL	PASS & REPASS
●●●●●●	LATERAL	PASSIVE
●●●●●●	LATERAL	ACTIVE
◆◆◆◆◆◆	EASEMENT	EXISTING
◆◆◆◆◆◆	EASEMENT	POTENTIAL PRESCRIPTIVE
*****	TIDELAND	LIMITED

SUPPORT FACILITIES

▤▤▤▤▤▤	PARKING
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LAND USE

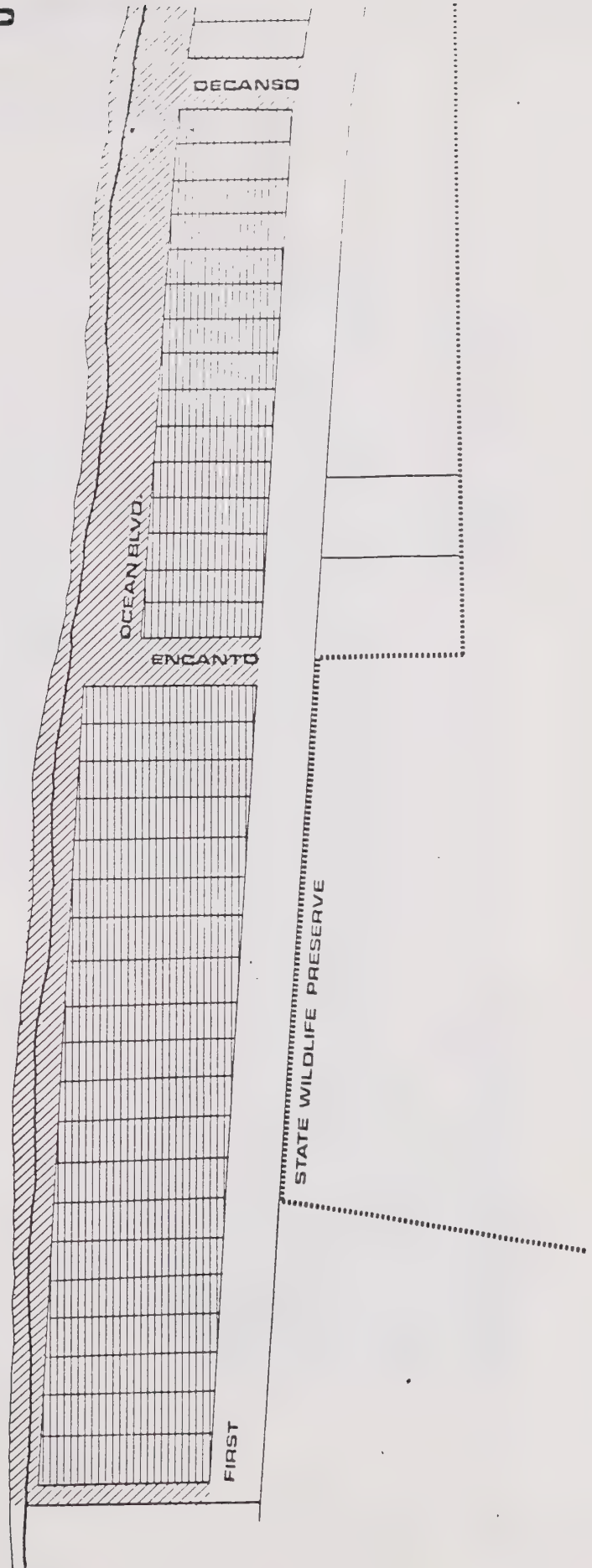
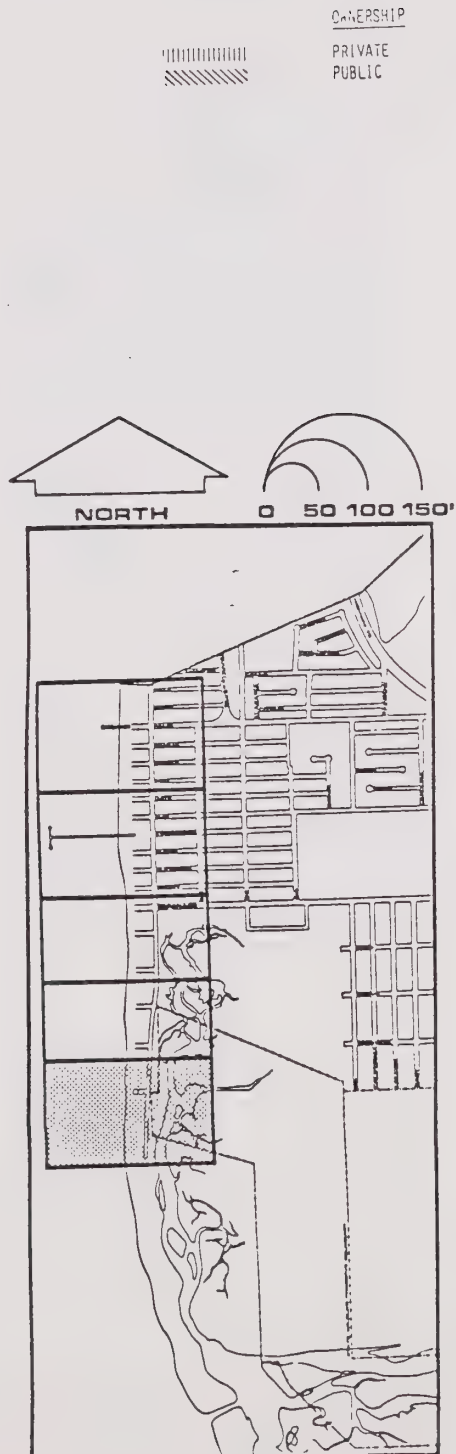
□□□□□□	VACANT
▤▤▤▤▤▤	RESIDENTIAL
▤▤▤▤▤▤	COMMERCIAL
▤▤▤▤▤▤	PUBLIC FACILITY



IMPERIAL BEACH LCP

EXHIBIT 5A: SHORELINE OWNERSHIP, AREA 5

V-12

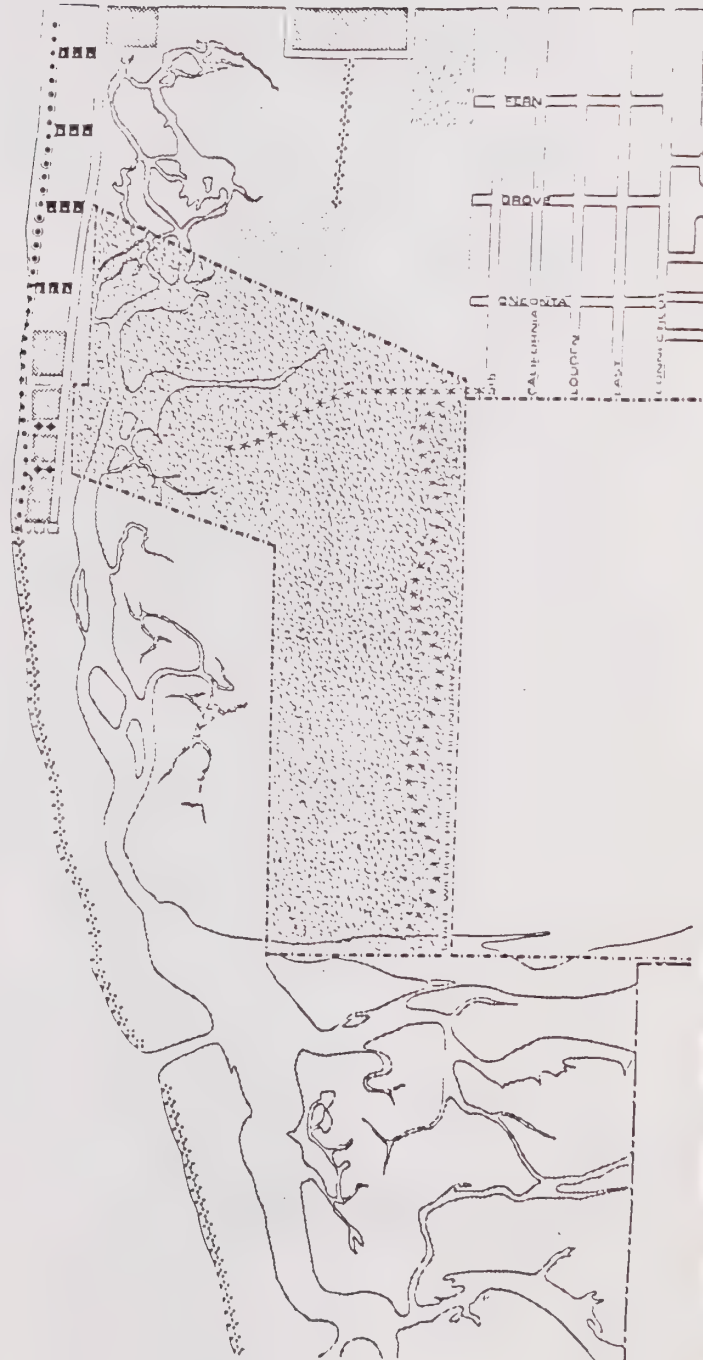


IMPERIAL BEACH LCP

EXHIBIT 6: SHORELINE ACCESS, TIJUANA RIVER ESTUARY

V-13

PATTERN	ACCESSWAY TYPE	ACCESSWAY USE
□□□□□□	VERTICAL	PASS & REPASS
■ ■ ■ ■ ■ ■	VERTICAL	PASSIVE
■ ■ ■ ■ ■ ■	VERTICAL	ACTIVE
○ ○ ○ ○ ○ ○	LATERAL	PASS & REPASS
● ● ● ● ● ●	LATERAL	PASSIVE
● ● ● ● ● ●	LATERAL	ACTIVE
◆ ◆ ◆ ◆ ◆ ◆	EASEMENT	EXISTING
◆ ◆ ◆ ◆ ◆ ◆	EASEMENT	POTENTIAL PRESCRIPTIVE
*****	TIDELAND	LIMITED
<u>SUPPORT FACILITIES</u>		
□ □ □ □ □ □	PARKING	
<u>LAND USE</u>		
□ □ □ □ □ □	VACANT	
■ ■ ■ ■ ■ ■	RESIDENTIAL	
■ ■ ■ ■ ■ ■	COMMERCIAL	
■ ■ ■ ■ ■ ■	PUBLIC FACILITY	

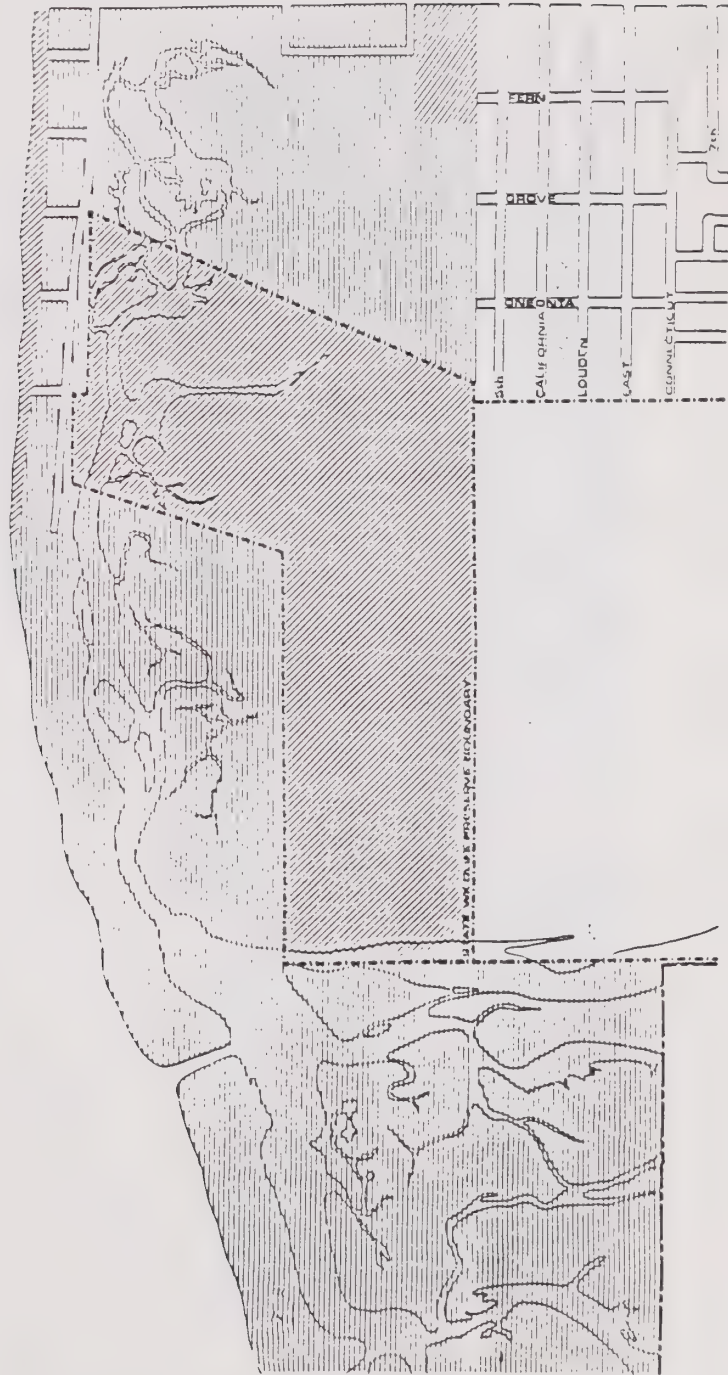


IMPERIAL BEACH LCP

EXHIBIT 6A: SHORELINE OWNERSHIP, TIJUANA RIVER ESTUARY

V-14

OWNERSHIP
PRIVATE
PUBLIC

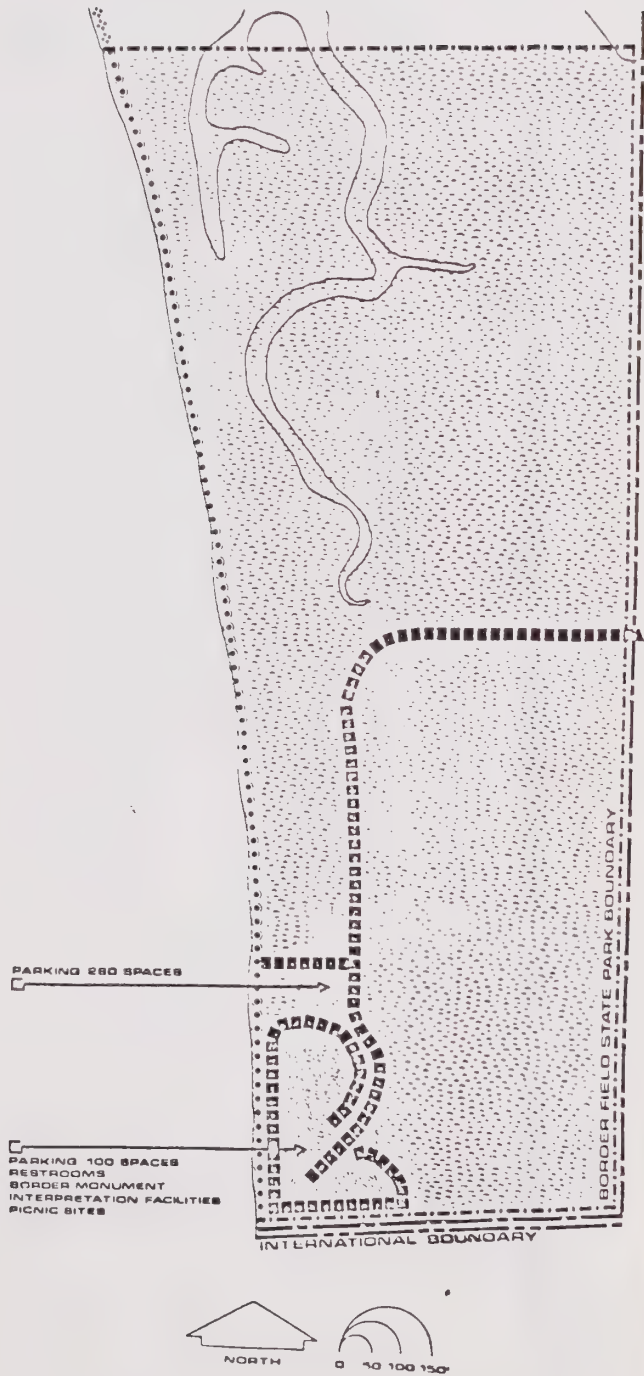


IMPERIAL BEACH LCP

EXHIBIT 7: SHORELINE ACCESS, BORDERFIELD STATE PARK

V-15

PATTERN	ACCESSWAY TYPE	ACCESSWAY USE
□□□□□□	VERTICAL	PASS & REPASS
■ ■ ■ ■ ■ ■	VERTICAL	PASSIVE
■ ■ ■ ■ ■ ■	VERTICAL	ACTIVE
○ ○ ○ ○ ○ ○	LATERAL	PASS & REPASS
○ ○ ○ ○ ○ ○	LATERAL	PASSIVE
○ ○ ○ ○ ○ ○	LATERAL	ACTIVE
◆ ◆ ◆ ◆ ◆ ◆	EASEMENT	EXISTING
◆ ◆ ◆ ◆ ◆ ◆	EASEMENT	POTENTIAL PRESCRIPTIVE
*****	TIDELAND	LIMITED
<u>SUPPORT FACILITIES</u>		
	PARKING	
<u>LAND USE</u>		
	VACANT	
	RESIDENTIAL	
	COMMERCIAL	
	PUBLIC FACILITY	

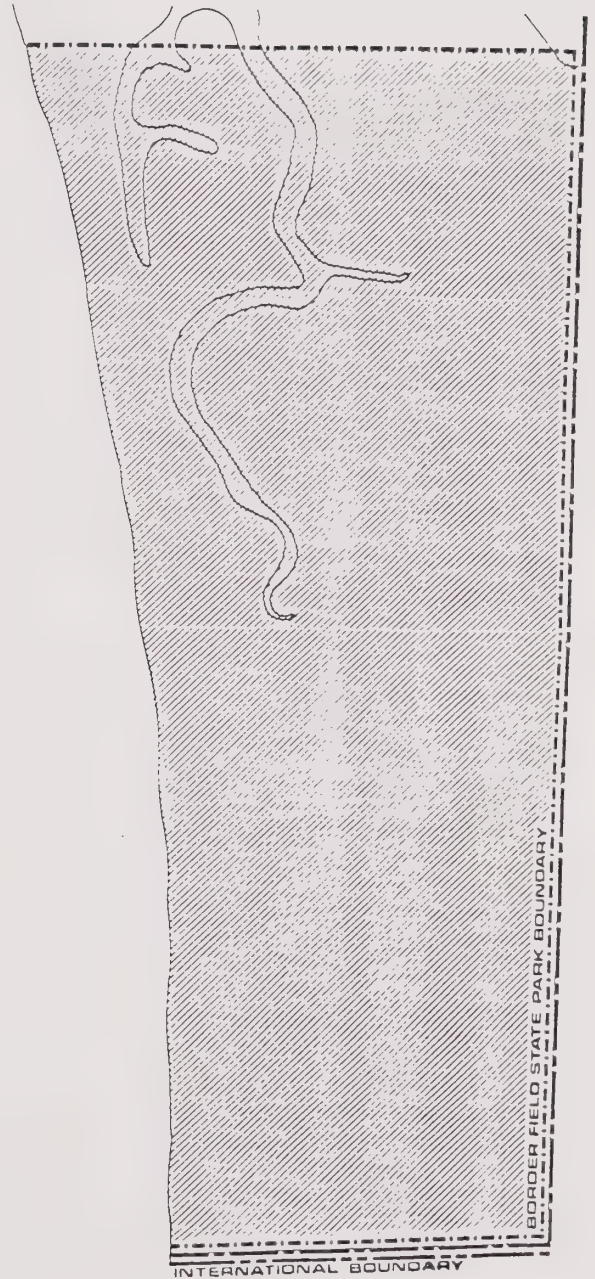


IMPERIAL BEACH LCP

EXHIBIT 7A: SHORELINE OWNERSHIP, BORDERFIELD STATE PARK

V-16

OWNERSHIP
PRIVATE
PUBLIC



POLICY PLAN

JUNE 1981

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CONSERVATION

I. ISSUE

The need to create programs to preserve the sensitive environmental and ecological systems which exist in the community.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

The City should strive toward a resolution of the many issues and divergent opinions concerning the Tijuana River Estuary.

Implementation Directives

1. The City shall continue to meet with all involved agencies.
2. The City shall create a temporary monitoring system in order to keep informed about new developments in the Estuary issue.
3. The City shall review, assist if necessary, and cooperate with any studies and/or reports being undertaken relative to the Estuary.
4. In that decisions have to be made and policies developed relative to the Estuary, it is imperative that the Legislative Body, Planning Commission and City Staff become increasingly aware and understand the natural processes of the Estuary, its value, and its sensitivity.

B. General Policy

Preserve the habitat of endangered wildlife species where such habitats are currently viable and well protected from human interference.

Implementation Directives

1. The City shall designate such critical habitat areas as conservation areas and shall protect them from future development, especially where they are located in lands under public ownership.
2. Staff shall consult and cooperate with the Department of Fish and Wildlife as to the proper manner of maintaining, managing, and controlling such habitat in order to insure minimum disruption of nesting sites of endangered species.
3. The City shall establish buffer zones to protect critical wildlife habitat areas.

C. General Policy

Preserve the habitat of unique plant communities where such habitats are currently viable and well protected from human interference.

Implementation Directives

1. The City shall designate such areas of unique plant habitat as conservation areas and shall protect them from future development, especially where they are located in lands under public ownership.
2. The City shall develop methods of limiting human use of such areas for recreational purposes and shall restrict such areas only to allow such activities that would not endanger the unique plant habitat areas.
3. The City shall establish buffer zones around unique plant communities.

D. General Policy

Preserve and where practical improve the Estuary process, its natural waterways and wildlife habitat as much as possible.

Implementation Directives

The City shall use the EIR process for any development to ensure that delicate eco-systems are not adversely affected by proposed developments.

E. General Policy

Preserve natural elements of the urban environment.

Implementation Directives

The City shall prepare a tree preservation ordinance which takes into consideration the following:

1. Any tree or trees that are landmark trees or that are of special cultural or coastal community significance.
2. Any tree or trees that are visually prominent and/or important scenic resources because they are visible from public viewing areas, public recreation areas or park areas.
3. Any tree or trees that provide shade or act as a buffer in areas used by the public for recreational purposes or access to or along the coast.

4. Any tree or trees which are an integral part of an environmentally sensitive habitat area which has been so designated by the California or Regional Commission.
5. Any tree or trees that are significant as a native California species.
6. Any tree or trees that are of educational or scientific value because of their location, species, size, habitat value or other natural features.
7. Any tree or trees that are important in the control of erosion, in the provision of windbreaks or other climate control, in the provision of protection to surrounding vegetation, in the provision of soil stabilization, or in the maintenance of flood control protection.
8. The City shall modify the street tree requirements in the subdivision ordinance to include specific sizes, quantity and form.

III. CONSULTANT'S RECOMMENDATION

Implementation directives recommended under the last policy of this section are taken from the Coastal Commission policies regarding tree preservation.

CONSERVATION

I. ISSUE

A monitoring system is necessary whereby all matters affecting the environment would be recognized, understood and acted upon, if necessary, to assure that further damage would be avoided by utilizing existing staff and regional agencies.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Establishment of a regional environmental monitoring system.

Implementation Directives

1. The City shall urge regional agencies such as CPO and San Diego County to coordinate with various specialized agencies in developing a regional monitoring system to benefit the local and regional agencies.
2. The City shall investigate the possibility of establishing a local environmental monitoring program focusing in on local environmental issues that should be dealt with.
3. The City shall create a function in which appropriate meetings of regional agencies are attended and its results reported to the City Manager who will present periodic and annual summaries of such to the City Council.
4. The City shall establish a biologically acceptable mosquito abatement program coordinated with local, State and Federal agencies.

III. CONSULTANT'S RECOMMENDATIONS

The Consultant concurs with the recommended policies.

CONSERVATION

I. ISSUE

Imperial Beach must improve the quality of public and private development and facilities in order that the creations of man enhance, rather than conflict, with the natural beauty of the area.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Develop and maintain an active civic landscaping plan.

Implementation Directives

1. The City shall allocate funds in the annual budget for the landscaping of street medians and parkways, as well as public ground such as schools and funds for maintenance thereof.
2. The City shall develop priorities for landscaping projects to which annual budgets are keyed.
3. The City shall investigate outside sources of funding for landscape improvement projects and subsequent maintenance.
4. The City shall develop a list of plant materials (especially trees) most suitable to the City of Imperial Beach in terms of cost, form (preferably tall, broad form and densely foliated), hardiness, maintenance and aesthetic value.
5. The City shall initiate a program that would encourage use of land, public and private, for food production (i.e., fruit and vegetable plants) to selecting plant materials for landscaping throughout the City.

B. General Policy

Improve the efficiency and visual quality of the circulation system.

Implementation Directives

1. The City shall develop a five year capital improvement program outlining street and alley improvement priorities and allocating funds for such.
2. The City shall investigate other sources of funding that may be available for input into the capital improvement program.

3. The City shall continually monitor and control the growth of weeds along parkways, medians and other public lands in order to enhance visual quality.

III. CONSULTANT'S RECOMMENDATION

The Consultant concurs with the recommended policies.

CONSERVATION

I. ISSUE

The need to improve the sewer and flood control facilities due to their direct relationship with the community's future environmental quality.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Develop a capital improvement program of sewers for maintenance and improvements.

Implementation Directives

1. The City shall cause a review and update of the Sewerage System Master Plan.
2. The City shall implement the revised recommendations of the Sewerage System Master Plan.
3. The City shall investigate and research other sources of funding to supplement current sources.

B. General Policy

Develop a system of managing urban runoff and flood waters to curb pollution in the beach area and the Estuary.

Implementation Directives

The City shall develop a drainage master plan reflecting current and future demands for conservation.

C. General Policy

Develop a monitoring system to insure that proper regional management of wet and dry season water flows will continuously occur for the Tijuana River to ensure that sewage pollution from Tijuana will not adversely affect Imperial Beach.

Implementation Directives

1. The City shall establish and maintain a close coordinating function with the agency in charge of such management, including local, state Federal and international levels.
2. The City shall establish and maintain close contact with the Regional Environmental Quality Control Board for advice and water quality legislation if needed.
3. The City shall investigate and research other sources of funding to supplement current resources, particularly Section 208 funds.
3. The City shall, as a condition of approval, require that any new development in the Tijuana Estuary or Oneonta Slough require reciprocal restoration of undeveloped portions of the Estuary or Slough consistent with Coastal Act policy.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

CONSERVATION

I. ISSUE

The creation of a climate of citizen awareness in conservation issues.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Establish a City Beautification Plan to stimulate citizen participation.

Implementation Directives

1. The Legislative Body shall cooperate with local service organizations of citizens interested in developing environmental quality in the City and creating a favorable image.
2. The City shall explore sources of funding for beautification programs.
3. The City shall advise and maintain close communication with local service organizations involved in the beautification programs.

B. General Policy

Expand the scope of the existing annual Clean-Up Campaign.

Implementation Directives

1. The City shall continue to offer free hauling services to the residents.
2. The City Beautification Plan shall encourage and stimulate the interest of the local business community.
3. The City shall request the Chamber of Commerce for their assistance in the coordination of businesses and their sales of materials and services to coincide with the Clean-Up Campaign.
4. The City Beautification Plan shall encourage civic organizations and clubs to participate in the Clean-Up Campaign..
5. The City shall encourage and organize work parties to assist the elderly in the annual clean-up of their homes.

C. General Policy

Establish communication with the City's residents regarding the maintenance of their properties.

Implementation Directives

The City shall prepare and distribute pamphlets that deal with property maintenance.

D. General Policy

Develop a consciousness for conservation throughout the community.

Implementation Directives

The City shall establish a program where staff members become guest speakers, as in similar programs developed by the fire department, in order to communicate the importance of conservation to local schools and the general public.

III. CONSULTANT'S RECOMMENDATIONS

The Consultant concurs with the recommendation.

CONSERVATION

I. ISSUE

Reflection of conservation value in the City's operations and functions.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Insure that the application of the Building Code requirements are more oriented toward conservation.

Implementation Directives

1. The City shall evaluate the Building Code and future changes for their environmental implications and change or adopt accordingly.
2. The City shall encourage the use of appropriate building design, techniques and materials that conserve natural resources and energy.
3. The City shall actively participate in the International Conference of Building Officials in order to foster this conservation ethic.

B. General Policy

To take full advantage of the Environmental Impact Report process to analyze all future development.

Implementation Directives

The City shall develop a resource inventory of environmental data utilizing information presented in EIR's presented to the City.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

Protection of the Public Health and Safety by designating natural hazardous areas as open space.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Development of the floodplain must be regulated in such a manner as to prevent injury, loss of life, or property damage due to flooding.

Implementation Directives

The City shall develop zoning districts for the Tijuana River floodplain which will require that the southern portions remain as open space, and the Oneonta Slough be developed in such manner as to remove any possibility from flood damage both on and off site.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

Protection of the Public Health and Safety by designating natural hazardous areas as open space.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Development of the floodplain must be regulated in such a manner as to prevent injury, loss of life, or property damage due to flooding.

Implementation Directives

The City shall develop an Open Space zoning district for the Tijuana River floodplain.

III. CONSULTANT'S RECOMMENDATIONS

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

The need to modify policies and land use controls to reflect current and future demands for environmental quality and open space.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Update and revise the zoning ordinance in order to reflect current and future demands for open space and conservation.

Implementation Directives

1. The City shall evaluate the useable open space requirements for residential and commercial zones.
2. The City shall evaluate and modify as necessary the zoning ordinance to include building coverage limitations (expressed in percentages of the entire site) in the R-1, R-2 and R-3 zones.
3. The City shall maintain the parking lot landscaping requirements.
4. The City shall maintain existing zoning requirements to specifically prohibit the location of parking spaces and parking structures in the front setback areas unless properly screened.
5. The City shall develop standards to require buffering techniques between residential areas and more intense uses. These should consist of landscaping and decorative walls.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

Continued development of the beach area to insure the enhancement of this recreational open space as well as the need to develop programs to upgrade other existing recreational open spaces.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Develop open space and landscaping standards for the beach area.

Implementation Directives

The City shall prepare standards relative to the maintenance of public access to beaches, interconnecting green spaces on public and private properties, development of vistas, the landscaping of streets and the development of parks and recreational areas.

An evaluation should be made of securing additional public access to the beach area including acquiring lost public access.

III. CONSULTANT'S RECOMMENDATIONS

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

The need to ensure the continuing preservation of areas demanding conservation because of their unique qualities.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Existing open space areas in the community shall be permanently preserved as such where so designated.

Implementation Directives

1. The City shall designate areas of unique vegetation as open space where under public ownership and/or leasehold in order to prevent encroachment of development.
2. The City shall designate areas of endangered species nesting sites on open space where under public ownership and/or leasehold in order to minimize human intervention.
3. The City shall designate the beach as open space in order to maintain it as a public recreational facility.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

ENVIRONMENTAL CONSTRAINTS

I. ISSUE

Further studies are needed to determine which existing uses (if any) are subjected to hazards (e.g., seismic/geologic, flooding, erosion, etc.) and to develop measures which would serve to reduce risks to life and property.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

None

Implementation Directives

1. The City should require detailed expert study and evaluation of all potentially hazardous areas prior to development. Developers should be required to leave such areas undeveloped and to leave sufficient open space adjacent there to insure public health and safety.
2. Areas which are suitable for development yet surrounded by potentially hazardous lands, should be restricted from development due to the danger of complete loss of ingress or egress routes in emergency situations from flooding. An inventory shall be made to identify the location and extent of such areas in the City.
3. An inventory should also be made of areas of special value as wildlife habitats or particularly fine growths of native or imported plants, trees, etc. Special note shall be made of any wildlife or plant species which are considered rare or endangered, or of unique value to the local area.
4. Efforts should be made to preserve and protect such areas in their natural state by obtaining the cooperation of the owner or developer, through acquisition by the City in lieu of park fees, or by direct purchase. Adequate amounts of land should be retained in their natural state to assure that any wildlife and plant species of local value may continue to thrive within the City.
5. The City should institute the necessary ordinances to protect and maintain all valuable plant types and varieties--particularly major, older plant materials. Where any such material must be removed, a reasonable replacement value should be established and returned in fee or by the replanting of select specimen plant material of similar type and variety.

6. A detailed inventory of all lands adjacent to the City should be made to identify those areas which due to their terrain, views or natural vistas, or other open space features, contribute to the character and natural open space resources of the City.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

ENVIRONMENTAL CONSTRAINTS

I. ISSUE

How shall the City of Imperial Beach develop an adequate flood control plan?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should take the necessary action to develop and constantly update an adequate flood control plan.

Implementation Directives

1. Construction permits should not be granted in obvious areas of future flooding unless adequate flood protection measures are developed.
2. Whenever possible, the minimum floor level for structures should be above the known or projected flood plain level.
3. The City should adopt policies to prevent encroachment on existing water courses.

III. CONSULTANT'S RECOMMENDATION

The Consultant concurs with the recommended policies.

NATURAL RESOURCES

I. ISSUE

If the presently planned off-shore breakwater protection proves inadequate, alternative long-term solutions should be considered to enhance shoreline protection such as (1) erection of additional artificial barriers to locally modify the wave action climate; (2) erection of a sea wall to protect the remainder of the beach and to protect the improved private and public property in the area.

II. RECOMMENDED POLICIES AND STANDARDS

Implementation Directives

Development of the proposed breakwater should be implemented as soon as possible, since funding for the project is currently available and to prevent further erosion of the existing sand on the beach.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

NATURAL RESOURCES

I. ISSUE

There are no local City plans or measures at present to protect (these) sensitive habitats.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

To create programs to preserve the sensitive environmental and ecological systems with which the City has been endowed.

Implementation Directives

1. The City should strive toward a resolution of the many issues and divergent opinions concerning the Tijuana River Estuary.
2. Preserve the habitat of endangered wildlife species, where feasible and well protected from human development.
3. Preserve the habitat of unique plant habitat communities, where feasible, and well protected from human development.
4. Preserve the Estuary process, its natural waterways and wildlife habitat as much as possible.
5. Preserve natural elements of the open area.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

AESTHETIC, CULTURAL & RECREATIONAL

I. ISSUE

Current and future quality of the beach will either impede or facilitate the demand for visitor-serving facilities and commercial-recreational facilities.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

City will constantly strive to maintain and improve the quality of the beach.

Implementation Directives

1. The City shall make the provision of adequate visitor parking (removed from the beach with alternative transit) a high priority.
2. Upgrade restrooms, parking and picnic facilities.
3. The City shall encourage CT-zoned property owners to improve their property.

III. CONSULTANT'S RECOMMENDATIONS

The consultant concurs with the recommended policies.

AESTHETIC, CULTURAL & RECREATIONAL

I. ISSUE

New development should be evaluated with regard to its visual impacts, including provision for appropriate on-site landscaping and control of signing in commercial areas.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Specific design criteria should be developed to reflect the desire for visual quality in new development.

Implementation Directives

1. Development of special zoning control districts.
2. Maintain a design review board with adequate guidelines to be administered in conjunction with the Planning Director.
3. Specific sign design regulations should be developed for CT zone.
4. General energy efficient design should be incorporated into design criteria and be aesthetically acceptable.
5. Creation of incentives to encourage conservation as a part of the design criteria.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policy and implementation directives.

AESTHETIC, CULTURAL & RECREATIONAL

I. ISSUE

Are there any highways in the City that ought to be designated as scenic highways? What criteria should be developed to adequately protect their value?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should designate appropriate existing and proposed streets as scenic highways or corridors which are aesthetically pleasing to the eye.

Implementation Directives

1. Scenic corridors should include those segments of land bound on either side by readily discernible land features with all developments within such boundaries to be visually appealing.
2. Scenic highways should include any public street or highway which would be properly landscaped and maintained to be visually pleasing to the eye.
3. All scenic highways should have adequate landscaping on both sides where feasible.
4. Practical landscaping should include colorful native flowers, shrubs and trees and drought resistant plants.
5. Require new sidewalks wherever practical to be meandering sidewalks.
6. Incorporate decorative and appropriate entry welcome markers, such as Welcome to Imperial Beach, made with wood frames.
7. Landscaping or walls should not restrict views of the ocean from street ends.
8. Signing along scenic highways should only be allowed for business identification and off-sight directional signs for immediate adjacent residential developments.
9. All such signs should be structurally pleasing to blend with the local environment.
10. Colors and messages should also harmonize. No rotating, flashing or animated signs should be allowed. Ground illuminating or interior illuminated signs only.

11. Undergrounding of all utilities should be required along scenic highways.
12. Develop a uniform public information sign program incorporating the existing whale logo.
13. Incorporate walking and bicycle paths along scenic highways.

III. CONSULTANT'S RECOMMENDATIONS

The consultant concurs with the recommended policies.

AESTHETIC, CULTURAL & RECREATIONAL

I. ISSUE

What should be the City's policy with respect to the acquisition, development and maintenance of parks; what types of parks should be provided? What criteria should be developed with respect to park sizes, numbers, locations and facilities? What should the City's policy be in regard to parks and recreational areas provided by developers?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Maintain and improve existing parks and facilities.

Implementation Directives

1. The City shall endeavor to provide, develop and maintain parks of various types and sizes to provide a variety of recreational facilities and activities for persons of all areas of the community.
2. The Parks and Recreation Element of the General Plan should be developed with respect to adopted standards for the type, distribution and size of all parks. An attempt should be made in the overall General Plan program to formalize the desired locations for the various types of parks and recreational facilities and a priority schedule established for the acquisition and improvement of all proposed parks.
3. Various local or neighborhood parks should be designed and improved so as to meet the specific needs of existing and future residents within the area to be served. Priority consideration should be given to developing facilities which will encourage active recreational use of parks.
4. The usage of areas such as flood plains and land previously dedicated in lieu of parks fees should be studied as to the type of development and research made in regard to the methods of financing the development of these areas in the near future.
5. Provide additional public information directional signs to public recreational facilities, as well as more public information on available recreational programs.
6. Develop provisions for community gardens with possible emphasis as buffers to environmentally sensitive areas.

7. The City shall encourage the use of Federal lands for recreational purposes.
8. The City shall cooperate and coordinate with the State Department of Parks and Recreation and input into their expansion program of Borderfield State Park.
9. The City shall investigate all possible sources of funding for acquisition, development and operation and maintenance of parks and open space within the City.
10. The City shall develop plans and programs for the creation of a recreational corridor within railroad easement property incorporating bicycle and hiking trails, and coordinate such with adjacent communities in order that an inter-city system may be developed.
11. The City shall promote increased public access to the recreation grounds of all schools during hours of non-use.
12. Preference should be given to development providing public recreational opportunities with priority directed towards coastal area suitable for water-oriented recreational activities that cannot readily be provided at inland water areas.
13. Prospects for small commercial fishing and recreational boating facilities in open water should be explored.

III. CONSULTANT'S RECOMMENDATIONS

The Consultant concurs with the recommended policies.

AESTHETICS, CULTURAL & RECREATION

I. ISSUE

What can be done to improve Imperial Beach's overall image and appearance?

II. RECOMMENDED POLICY AND STANDARDS

General Policy

Endeavor to improve the aesthetic appearance and quality of Imperial Beach.

Implementation Directives

1. The City should undertake a detailed assessment of existing visual resources and liabilities and recommended alternative ways to improve the visual image and appearance of the community.
2. Various recommendations should be adopted as part of a comprehensive beautification program for all public and private properties throughout the City.
3. The City should pursue a detailed plan to upgrade the quality and appearance of existing development in the Palm Avenue area.
4. Other improvement programs should be initiated by the City to improve the physical appearance of older, deteriorating properties throughout the community.
5. The City should require the removal of all junked cars and various abandoned and dilapidated structures and materials from private and public property using the present abatement powers vested in the City.
6. The City should establish design standards and exercise various architectural design controls over new residential, commercial and industrial developments to improve the overall image of the community.
7. The City should develop special design standards for public improvements in commercial and industrial areas, including street and sidewalk improvements, landscaping, signing and the undergrounding of utilities.
8. New commercial developments should be required to provide further landscape improvements and all developments required to maintain such improvements as presently exist.

9. The City should pursue a more aggressive street improvement program in residential areas, including street paving, traffic control, sidewalk improvements, the installation of street trees and other landscaping, street signing, lighting and the undergrounding of utilities.
10. Standards should be developed for control of "garage" type sales.
11. Make enforcement of existing "graffiti," "bottle" and related ordinances a high priority.
12. Review, revise as necessary and enforce home occupation regulations to promote aesthetic, compatible, cottage industries with consideration to limiting the number of employees.
13. The City should adopt an enforceable property maintenance ordinance, including a "no dumping" provision.
14. New development should retain a low building height profile.

III. CONSULTANT'S RECOMMENDATIONS

The consultant concurs with the recommended policies:

AESTHETIC, CULTURAL & RECREATION

I. ISSUE

What can be done to improve the visual quality and appearance of the seacoast area?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City shall promote the implementation of the English seacoast district.

Implementation Directives

1. Detailed design standards and criteria should be developed for the seacoast area. The standards and criteria should provide specific direction as to the design quality and image desired by the community.
2. The design criteria should establish a central "theme" or means for continuity which ties together the various physical and visual elements of the seacoast area. (Considerations of compatible colors, materials, roof forms, building heights and facades all provide possible means for achieving continuity.)
3. In particular, detailed design standards and criteria for the seacoast area should address each of the following considerations:
 - A design vocabulary which incorporates more natural building materials, colors and textures.
 - A low, yet more irregular skyline characterized by an open, free-flowing quality of development.
 - A "theme" of shelter expressed by the use of sloped roofs, generous overhangs and overhead screening devices.
 - Develop an approved list of appropriate landscaping materials.
 - The use of separated pedestrian paths and interior walkways which afford the shopper greater protection from vehicular traffic, noise, fumes and congestion.
 - The introduction of focal points of interest and excitement, such as: fountains, kiosks, sculpture, graphic displays, seating, recreation areas, viewing and meditation areas.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

AESTHETICS, CULTURAL & RECREATION

I. ISSUE

How may major entryways and thoroughfares contribute to the improvement of Imperial Beach's image?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Major entry roads should provide the traveler a defined sense of entry into the City and a sequential experience appropriate to the changing scale and physical requirements as one moves into Imperial Beach.

Implementation Directives

1. This sequential experience could be highlighted and improved through some of the following considerations:
 - The establishment of median islands and landscaping along the major entryways and thoroughfares. (Care should be taken in the specific location of such improvements so as not to preclude convenient and efficient traffic access.)
 - A heightened program of parkway landscaping or tree planting used singularly or in combination with median plantings.
 - Common whale theme public entrance signs and directional signs employed along the major thoroughfares and incorporated into the median islands in an attractive manner.
 - Other special landscaping and design features employed at major focal points such as major intersections.
 - The use of custom street furniture and lighting fixtures which support the architectural character and quality of the community.
2. A reduction in the spacing of trees along parkways or in median islands as the street approaches more developed areas would serve to announce a reduction in automobile speed and provide more continuous shade as pedestrian and parking considerations become more important.
3. Trees along the major streets should conform to or compliment those used on the adjoining properties so as to extend the visual relationship among adjoining landscaped areas. The use of similar foliage colors and/or textures would also serve to emphasize such relationship.

4. Some ordered control over the spacing and design of signs along all major entryways should also be established. Public safety and directional signs should be simple, clear and concise.
5. The City shall pursue, through cooperative efforts with the City of San Diego, the removal of billboards along the entryways to the City.
6. Consideration of street names which reflect the seacoast theme.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

INFRASTRUCTURES

I. ISSUE

How can the impact of the automobile be minimized, both in terms of the larger environment and the local community? Should special parking requirements call for screening and landscaping of parking areas?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should provide for a smooth flow of automobile traffic through the City.

Implementation Directives

1. Parking should be eliminated on all arterial streets where practical.
2. The City should provide necessary arterial and collector streets, to ease the heavier traffic.
3. Driveways and street intersections should be located to facilitate safe left turn lanes and eliminate congestion.
4. The City should provide proper lane striping and left turn pockets.
5. Proper traffic engineering studies must be completed prior to the installation of traffic signals, signs and other controls such as speed limits.
6. Sufficient landscaping should be required in future parkways, medians and parking lots in appropriate locations to screen the traffic and parking without obstructing sight distances.
7. Appropriate parking shall be required for all new developments.
8. Future developments should be analyzed to assure that vehicular traffic volumes will not exceed local street designs.
9. The general plan for the City should emphasize the use of public transportation for the local residents.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policy.

INFRASTRUCTURE

I. ISSUE

How can the conflict between vehicular and non-vehicular traffic be minimized?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should minimize the conflict between the automobile, commercial vehicles, pedestrians and bicycles.

Implementation Directives

1. Crosswalks should be properly placed where needed for heavy volumes of pedestrian traffic.
2. Grade separations should be considered where heavy pedestrian traffic volumes warrant it.
3. Walkways should be developed between parking areas and the downtown business center.
4. Walkways should be provided in residential areas leading to schools. Wherever practical, these would not cross streets.
5. Appropriate signs and markings should be posted for safety purposes, such as: "No parking in bike trails other than in the commercial districts."
6. It is recommended to not sacrifice auto parking in downtown for bike trails, unless no other alternative exists.
7. All non-vehicular traffic be required to obey all traffic laws.
8. Crosswalks with traffic lights should be adequately armed to permit safe crossing for pedestrians.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with recommended policy.

INFRASTRUCTURE

I. ISSUE

Should any existing streets or bridges be vacated, rerouted or closed to vehicular traffic?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should re-design, re-route, vacate or close to vehicular traffic those streets which do not adequately perform their function in a safe and efficient manner.

Implementation Directives

1. The "Y" junction at Palm Avenue and Highway 75 should be re-designed to eliminate existing vehicular conflicts.
2. The following streets should be reviewed for possible re-design at their westerly ends to provide better access to the beach:

Palm Avenue
Dahlia Avenue
Donax Avenue
Daisy Avenue
Date Avenue
Elm Avenue
Evergreen Avenue
Elder Avenue
Elkwood Avenue
Ebony Avenue
Imperial Beach Blvd.
Auto Avenue
Beach Avenue
Cortez Avenue
Descanso Avenue
Encanto Avenue

III.. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

INFRASTRUCTURE

I. ISSUE

How shall the City resolve the present need for public restrooms, drinking fountains, a visitors information center and directional signs?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City of Imperial Beach presently draws large beach crowds on a seasonal basis. Additionally, the City is desirous of attracting large numbers of visitors. If this large group is to be served, the City must consider the necessity of providing much needed facilities for its guests.

Implementation Directives

1. Public restrooms: Additional public restrooms should be installed for the convenience of visitors.
2. Drinking fountains: Drinking fountains should be installed at strategic locations in the Seacoast District along First Street.
3. Visitors Information Center: Inasmuch as the Chamber of Commerce maintains an office in the Civic Center and presently serves as a Visitor's Information Center, along with other responsibilities, it is recommended that no additional Visitor's Information Center be established at this time. When it becomes feasible to establish this service seven days a week, cooperation with the Chamber of Commerce and/or other groups or organizations is recommended in providing this service.
4. Directional Signs: A definite plan for standardized directional signs should be adopted and followed consistently to aid tourists in locating parking facilities, etc. Such signs should be so located so that they may be easily interpreted by tourists in moving vehicles without causing traffic hazards.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policy.

INFRASTRUCTURE

I. ISSUE

Unlimited public access to the highly sensitive habitat areas in the Tijuana Estuary is not consistent with preservation of the resource values of those areas which will be preserved as open space.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City shall create programs to preserve the sensitive environmental and ecological systems which will be preserved within the community.

Implementation Directives

1. The City shall develop methods of limiting human use of such areas for recreational purposes and shall restrict such areas only to allow uses which would not adversely affect sensitive habitat areas.
2. Access to the preserved areas of the Tijuana Estuary and Oneonta Slough should be restricted to "pass and repass" non-vehicular traffic.
3. Access should be limited to tideland viewing areas, particularly to easements along the beachfront and within the State Wildlife Preserve.

III. CONSULTANT'S RECOMMENDATIONS

The consultant concurs with the recommended policies.

INFRASTRUCTURE

I. ISSUE

Existing pedestrian and vehicular access points need to be improved both functionally and aesthetically (i.e., improving pedestrian connections and parking arrangements).

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should minimize the conflict between the automobile, commercial vehicles, pedestrians and bicycles. Measures should include improving, both functionally and aesthetically, vehicular and non-vehicular (pedestrian) meeting points).

Implementation Directives

1. Crosswalks should be properly placed where needed for heavy volumes of pedestrian traffic.
2. Grade separations should be considered where heavy pedestrian traffic volumes warrant it.
3. Access walkways should be developed between parking areas and the commercial business centers.
4. Walkways should be provided in residential areas leading to schools. Wherever practical, these should not cross streets.
5. Appropriate public safety signs and markings should be posted in vehicular/pedestrian conflict areas. (i.e., "Pedestrian Crossing," "Bike Trail-No Parking").
6. Installation of uniformly designed, graphic public information and direction signs. Usage of the whale (which appears on the municipal pier sign) is recommended.
7. All non-vehicular traffic be required to obey all traffic laws.
8. Introduction of colored, stamped concrete paving to ward motorists to slow at intersections with high volumes of pedestrian traffic.
9. Development of walking and driving surfaces with warm earthy colors and rich textures which delineate their intended uses.
10. Edges between walking and driving should be coarse in texture and darker to define the separation between conflicting uses.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

INFRASTRUCTURE

I. ISSUE

Proposed plans by the Open Space/Conservation Elements (i.e., for pedestrian and bicycle trails along the beachfront) and the Circulation Highways Element (i.e., for a local scenic drive) need to be incorporated with future plans and implementation programs.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should designate existing and proposed streets as scenic highways or corridors which are aesthetically pleasing to the eye.

Implementation Directives

1. Scenic corridors should include those segments of land bound on either side by readily discernible land features with all developments within such boundaries to be visually appealing.
2. Scenic highways should include any public street or highway which would be properly landscaped and maintained to be visually pleasing to the eye.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

INFRASTRUCTURE

I. ISSUE

The need for adequate public transportation.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

To endorse and to promote the transit system for the City of Imperial Beach which will coordinate with other systems in San Diego County and Southern California.

Implementation Directives

1. The City should pursue a vigorous program for integrating public transportation into all related elements of urban planning. Specific steps should include:
 - Locating commercial and industrial uses in such a way that public transportation becomes more convenient and desirable.
 - Integration of public transportation (vehicular) with non-vehicular networks (pedestrian).
 - The development of design standards for incorporating potential public transportation stops within the City limits.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

INFRASTRUCTURE

I. ISSUE

Alternative systems of beach access (i.e., transit, trails, park-n-ride, bus routes) need to be explored and perhaps made operational.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should give priority to establishing a public transportation system within its boundaries to minimize the dependency on the automobile, particularly in the beachfront and pier areas. Within this context, the City should work with the San Diego Transit Corporation (SDTC) and the Metropolitan Transit Development Board (MTDB) to ensure a coordinated network system of public transportation between the City and its surrounding environs.

Implementation Directives

1. The City should pursue a vigorous program for integrating public transportation into all related elements of urban planning. Specific steps should include:
 - Public transportation should be located to service commercial and industrial uses in a convenient and desirable manner.
 - Integration of public transportation (vehicular) with non-vehicular networks (pedestrian).
 - The development of design standards for incorporating potential public transportation stops within the City limits.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

(Note: This item may not have been reviewed by the committee.)

COMMUNITY DEVELOPMENT

I. ISSUE

Should Imperial Beach encourage commercial development sufficient to assure support of an economically balanced community?

II. RECOMMENDED POLICIES AND STANDARDS

A. GENERAL POLICY

The City should plan for an adequate amount of commercial development necessary to serve the Imperial Beach market area.

IMPLEMENTATION DIRECTIVES

1. That there be firm architectural control of planning and design of all commercial buildings and their surrounding grounds, including landscaping, for the purpose of achieving aesthetic quality and appropriate scale.
2. That commerce be encouraged to develop at a pace with area growth to insure adequate revenue to support optimum City management, planning and service departments.
3. That the City endeavor to achieve balanced planned commercial zoning, to include existing commercial zoning, but not limited to such existing zoning when such commercial development is part of a planned (precise plan) development.

(For the purpose of clarification to the committee, precise plan is herein explained as a plan in which the City can predetermine what is acceptable in the subdivision rather than having to accommodate itself to the developer's proposals. The specific plan is one of the strongest enforcement tools available to local government, requiring standards for population density, building density and regulations regarding construction on flood plains and hillside areas.)

4. That the City encourage development of unique commercial development such as aquacultural uses.

III. B. GENERAL POLICY

Land development priorities should be directed toward those uses which maximize revenues, minimize required services and do not add to population growth pressures. Preference should be given to

Implementation Directives

- 1.. The City should seek ways to attract tourist oriented commercial and recreational developments.
2. The City should strive to preserve, protect, and improve existing commercial uses in the seacoast area.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

COMMUNITY DEVELOPMENT

I. ISSUE

Should Imperial Beach provide, enhance and expand the tourist commercial uses to the extent that they can be made compatible with the residential function of the City?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Imperial Beach should provide, enhance and expand the tourist commercial uses to the extent that they can be compatible with the residential function of the City.

Implementation Directives

1. The City of Imperial Beach should encourage the development of motels and hotels necessary to support the tourist commercial uses, so long as such development does not create unsightly visual usage, high traffic congestion or detrimental to levels of public services to be provided.
2. The City should conduct a broad investigation of the problems and potential of non-vehicular (pedestrian) traffic within the tourist oriented business districts.
3. The City shall conduct a thorough study of parking problems, current and future, within the seacoast district to determine methods for providing adequate, City and/or privately owned, off-street parking, through appropriate assessment districts or other implementation techniques and implement corrective measures.
4. Additional visitor-serving facilities which may prove to be difficult to locate in existing developed areas near the beachfront area may need to be considered at other locations within the community.
5. The City should strive to preserve existing commercial uses in the seacoast area.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies. ~~policy~~

COMMUNITY DEVELOPMENT

I. ISSUE

Should the City have new criteria and standards for new commercial development?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should have additional criteria and standards for new commercial development.

Implementation Directives

1. That architectural controls and design standards be required for all future commercial development within the City.
2. Where feasible, all contiguous commercial properties should be master planned.
3. Any proposed commercial activities outside of an enclosed building should be subject to a land use permit.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

COMMUNITY DEVELOPMENT

I. ISSUE

Should the City of Imperial Beach develop a procedure to phase out non-conforming land uses within the City?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should not develop a procedure for phasing out non-conforming land uses at the present time.

Implementation Directives

The City should give preference to people who have owned businesses and homes within the City for a number of years. The present non-conforming land uses, particularly those related to tourism, recreation, should be allowed to remain within the City. Economic trends and attrition will, in time, eliminate many non-conforming land uses within the City.

III. CONSULTANT'S RECOMMENDATION

The Consultant concurs with the recommended policy.

COMMUNITY DEVELOPMENT

I. ISSUE

Should the City consider a mixture of residential and commercial uses in the Seacoast Commercial District?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should retain a mixture of residential and commercial uses in the Seacoast Commercial District in accordance with the CT zoning district standards.

Implementation Directives

The Seacoast District should be improved and rehabilitated.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policy.

COMMUNITY DEVELOPMENT

I. ISSUE

What shall be the City's role in controlling noise pollution?

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City should develop, adopt and enforce a noise ordinance to control noise levels.

Implementation Directives

1. The City shall require organizations to submit plans and obtain permits to hold public events in the City. There should be controls placed upon the scheduled start and completion times and the use of noise producing devices such as public address systems and musical amplifiers.
2. The City's formal complaint center shall handle noise complaints and enforce noise ordinances. There shall be periodic advertising of the noise ordinances and their requirements and encouragement of the public to register complaints. Appropriate complaints would be recorded and submitted to the San Diego County Health Department for action.

III. CONSULTANT'S RECOMMENDATION

The Consultant concurs with the recommended policy.

HOUSING

I. ISSUE

The need to provide and maintain a variety of housing types in the community.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

It is the goal of the City to provide a supply of housing that varies sufficiently in cost, design, style, tenure and type to meet the economic and social needs of every existing and future resident of the City.

Implementation Directives

1. To exert the City's influence in closing the gap between incomes and housing prices and rents.
2. To establish programs aimed at making affordable housing units available at no more than 25-30 percent of gross monthly income (or 2.5 to 3.0 times each household's gross annual income) depending on whether they are buyers or renters.
3. To achieve coordination and uniformity in all regulations relating to housing.
4. To provide opportunities for new construction methods and housing types to increase the supply of housing for all segments of the population.
5. To implement existing financing vehicles and stimulate the development of innovative financial techniques that will reduce housing costs.
6. To improve the processing and review time for governmental approvals to the maximum extent possible, with priority processing for affordable housing projects.

III. CONSULTANT'S RECOMMENDATIONS

This policy and implementation directives have not been voted upon by the committee.

HOUSING

I. ISSUE

The need to upgrade substandard housing conditions and assure adequate services and facilities.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City shall provide residential districts and housing units within the City of Imperial Beach with adequate services and facilities, upgrading of substandard housing units, and maintenance and upkeep of the existing housing supply.

Implementation Directives

1. Maximize the opportunity to coordinate the plans, programs and policies of all City departments in order to create a planned, orderly and city-wide residential development program adequately and efficiently served by a balanced system of transportation, community facilities and services sensitive to the environmental and economic characteristics of the community.
2. Provide for the creation and maintenance of a housing data base inter-related with all City departments in order to monitor all housing characteristics including, but not limited to, single family, multi-family, mobile home, motel, hotel, convalescent home and boarding house residences.
3. Maximize the opportunities to support and participate in programs which would assist households in need of monetary housing assistance, housing rehabilitation, housing replacement and/or housing counseling services.

III. CONSULTANT'S RECOMMENDATION

This policy and implementation directives have not been voted upon by the committee.

HOUSING

I. ISSUE

The need to maintain existing housing stock.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City of Imperial Beach shall work towards a balanced and stabilized ratio of housing types which encourages the preservation of existing housing stock.

Implementation Directives

1. To plan for and monitor the adequate delivery of public services and provision of public facilities to all residents, especially to those whose needs are the greatest.
2. To establish incentives to maintain the existing stock in good condition with emphasis on preserving existing housing opportunities for low and moderate-income families who currently live within the community.
3. To maintain and improve levels of environmental and aesthetic quality in all residential areas which do not induce unnecessary cost.
4. To promote development design which provides for maximum possible residential security and safety.

III. CONSULTANT'S RECOMMENDATION

The Consultant concurs with the recommended policies.

HOUSING

I. ISSUE

The need to provide housing opportunities for all economic segments of the community.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City shall make housing opportunities available to all income groups in all neighborhoods of Imperial Beach.

Implementation Directives

1. To provide a (voluntary) inclusionary housing program through provision of public incentives aimed at achieving success. (Note: 8 members were in favor of a mandatory requirement.)
2. To establish land use and related measures which expand job opportunities in low income areas.
3. To urge expansion of federal housing assistance programs acceptable to the community, for low and moderate income households.
4. To expand affirmative action efforts to provide equal opportunity in housing.
5. To assure the fairness and adequacy of compensation and relocation assistance to persons and families displaced by public improvements or conversion.

III. CONSULTANT'S RECOMMENDATIONS

The policy and implementation directives have not been voted upon by the committee.

HOUSING

I. ISSUE

The need to make adequate provisions for all housing needs and problems within the community.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

The City shall provide a range of programs which maximize the opportunities to participate in programs to preserve the existing housing stock that is presently in standard condition; to provide for the rehabilitation of eligible occupied and vacant units; to promote the occupancy of all eligible vacant units; to provide for the relocation of households out of units beyond rehabilitation; to promote the construction of replacement housing in all price ranges and to promote the infill development of vacant residential parcels in all price ranges.

Implementation Directives

1. To assist in making occupancy, transfer of ownership and maintenance more feasible for new and existing housing occupants.
2. To provide more job opportunities in closer proximity to the City to reduce congestion, community costs, freeway use, and preserve air quality.
3. To provide for the widest possible distribution of rental housing so that choice of location and cost exists.
4. To locate low and moderate income housing in proximity to core public services, public transportation and shopping to reduce use of scarce resources and travel costs.
5. To provide opportunity for all segments of the population, with emphasis on low- and moderate-income groups, elderly and developmentally disabled to obtain decent housing and a suitable living environment with the City.

III. CONSULTANT'S RECOMMENDATIONS

This policy and implementation directives have not been voted upon by the committee.

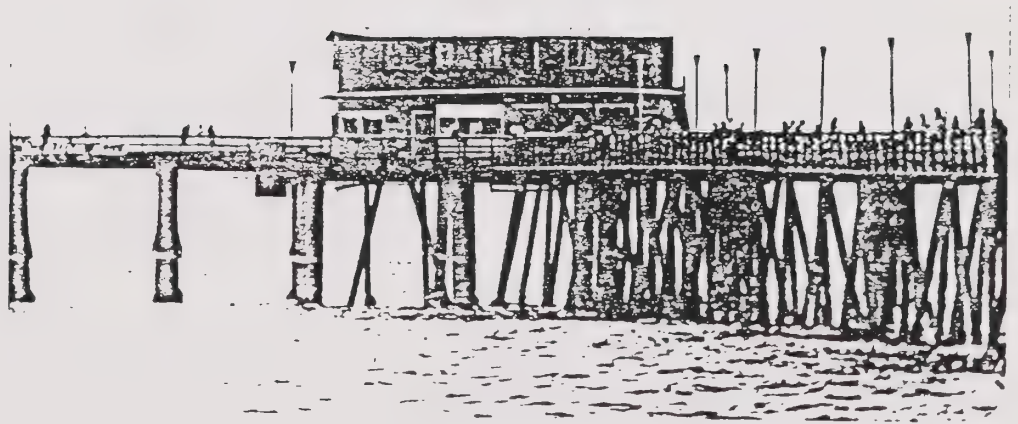
COMMUNITY DESIGN ELEMENT

JUNE 1981

COMMUNITY DESIGN ELEMENT
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APPENDIX: DESIGN REVIEW ORDINANCE



INTRODUCTION

I. INTRODUCTION

The character of Imperial Beach's environment presents both special opportunities and special perils. The opportunity lies in the richness of the City's natural, coastal setting and in the fact that it is still early enough to preserve the best features of that setting. There also exists a community with awareness and concern.

The peril lies in the fragile nature of Imperial Beach's environment and in the speed with which it can be destroyed. The community is located within the "square-shaped" confines of the San Diego Bay and Silver Strand; the Oneonta Slough and Tijuana River Estuary; and the Pacific Ocean, and one is always aware of the setting in a way that is not true of other areas. In such a restricted and exposed environment, it takes little in the way of inappropriate buildings, tangles of overhead wires or jumble of signs and lost views to create ugliness in the place of beauty.

It is the intent of the community design plan to provide a practical basis for accommodating growth in a manner that will conserve and enhance the visual quality of Imperial Beach's environment and to reduce any negative impacts to a minimum. Developing this practical basis has required the interrelated study of numerous design factors, including those of architecture, site planning, landscape architecture, and transportation planning.

It has also required regulatory techniques affecting many aspects of land use and development, with the understanding that the destruction or conservation of the environment (one way or the other) will be the accumulated result of many day-to-day development decisions; each of which may seem minor in itself, but which may actually have an incalculable effect in the long run.

A. Nature and Scope of the Plan

State Planning Law does not require a community design element. There are few imposed standards or guidelines and, thus, Imperial Beach has the utmost flexibility in adopting an element especially suited to its own needs. These special needs include:

1. Protection of the large variety of views.
2. Protection and enhancement of natural features (e.g., slough estuary and beaches).
3. The blending of existing and proposed development by both the public and private sectors.

Sections II and III describe the community in two ways: The perceived city and the physical city. These views of the City constitute Imperial Beach's actual working framework for community design.

Section IV describes the visual resources of Imperial Beach, especially as they relate to coastal views. The visual resource inventory charts and analyzes the major vistas from Imperial Beach. Existing policy oriented towards preserving views is also analyzed. Section V consists of the Community Design goals and policies.

Section VI consists of the actual development criteria through which the community design policies would be implemented. The criteria are specific in intent, but they are not quantitative. A criterion, for example, may state that a wide roof overhang should be used to reduce glare or the need for a cooling system, but it does not state precisely how wide that overhang should be. Such quantification will take place through a process of research and ordinance proposals as part of the implementation phase of the General Plan and LCP programs.

Section VII describes a number of proposed implementation tools. These tools include design review procedures, precise planning for areas of special significance (e.g., Seacoast District) and architectural guidelines.

The appendix section of the element consists of a sample design review ordinance as recommended under Section VI.

The Community Design Element is also intended to serve as the Coastal Visual Resources and Special Communities Component of the Local Coastal Plan. Since the scope and content of the Community Design Element includes the subject matter of the Component, combining the two will better ensure close coordination between community design and coastal visual resources. In this manner, also, policy consistency will be ensured. Section IV, Community Visual Resources serves as an inventory of local visual resources, and an analysis of how to best preserve and enhance these resources. Other sections of this Element also discuss Imperial Beach's special communities, especially the beach front area.

B. Summary of Findings

Several factors were utilized in determining appropriate design criteria for Imperial Beach. Each will serve to influence, in a different way, the design approach to a quality visual environment. Generally, these included:

1. Natural and manmade environmental determinants;
2. Major topographical determinants, and
3. Existing land use determinants.

From an environmental standpoint, Imperial Beach has a number of unique qualities. These include a large number and variety of vistas and natural settings (i.e., from nearly all sections of the community there are panoramic views); a sense of terrain or location -- that is an identifiable sense of enclosure created by the natural geography and a strong focal point in the "Seacoast District"; a strong pattern of development evidenced by the concentration of structures and circulation facilities; a limited extension of manmade features which allows the existence of extensive open space (over one-half of the community is still undeveloped).

The character of Imperial Beach in relation to major resources offers extensive views to different sections of the community and overall continuity between various features of the local environment. These qualities, especially those related to views, are of special importance in relation to:

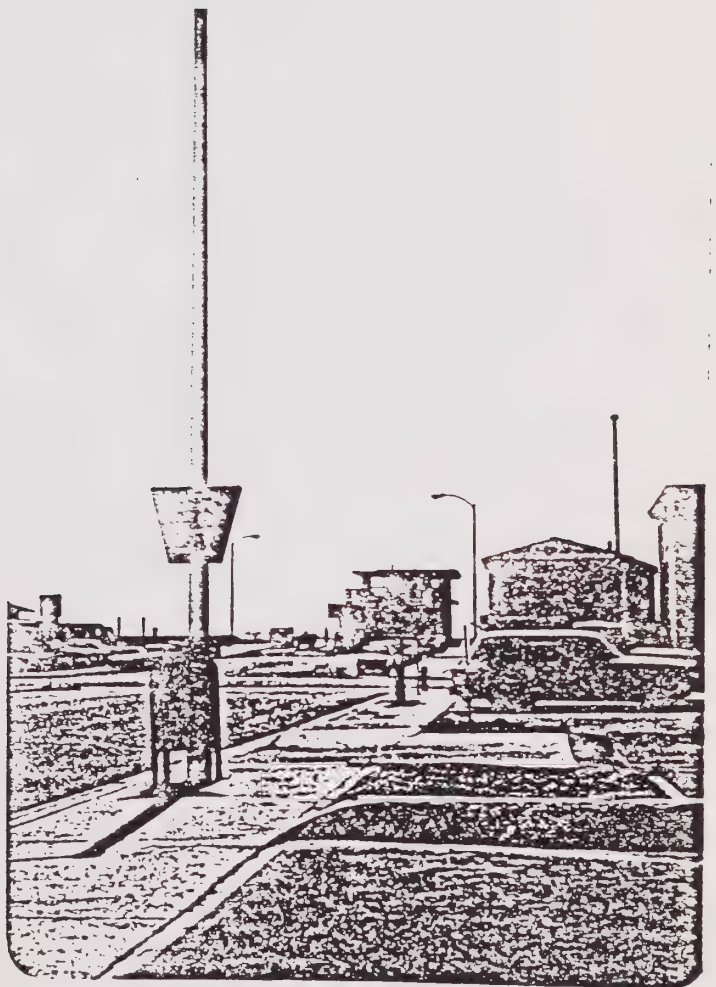
1. Building materials, including roofing materials.
2. Building placement in terms of views both to and from surrounding areas.
3. The height, form and mass of building structures.
4. The scale and form of already developed areas, and their relationship to existing open spaces.
5. The design and placement of other structures (signs, etc.).

Finally, certain types of land use, both existing and proposed, have secondary effects on the visual environment. For example, commercial uses adjacent to arterial highways can result both in obtrusive signs and in extensive, sterile parking lots, or these same areas can be landscaped to give adequate horizontal or vertical screening, with signs designed as an integral part of the building.

These factors then set the stage for development of more detailed design criteria which are sensitive to the environmental and historical heritage of the community, as well as community attitudes concerning the future image of Imperial Beach. The detailed design criteria incorporating each of the above factors have been developed for the following areas or principle types of development:

1. General, the overall city;
2. The "Seacoast District";
3. Other commercial areas;
4. Permanent open spaces areas;
5. Major circulation routes.

Detailed design criteria related to each of the above areas or types of development are included under Section IV of the element.



CITY IMAGE

II. CITY IMAGE

The city image can be described as human perception of an area whose limits are the result of physical boundaries and sociological perceptions. The concept of city image is connotative and subjective and varies from individual to individual.

The city image is often perceived as a series of neighborhoods, for the neighborhood is a physical concept; it is the area within which residents may all share the common services, social activities and facilities. Traditionally, the neighborhood (in the physical sense) has been defined in several ways. Perhaps one of the most familiar of the traditional definitions is that the extent of the neighborhood will be determined by the service of an elementary school.

Expanded, the acceptance of the neighborhood concept implies that adequate housing consists not merely of the individual dwellings, but that all residential and community facilities and services required for the shelter, health and convenience of the residents of a neighborhood must be included in a neighborhood -- or must be made available to its residents.

Several types of elements, therefore, comprise the neighborhood environment. These may be grouped in the following principal categories:

- Residential facilities: buildings and land devoted exclusively to dwelling and directly accessory uses. These include houses and the surrounding space for gardens, clothes lines, driveways, garages, etc.
- Neighborhood community facilities: educational, social, cultural, recreational and shopping facilities used in common by families in the neighborhood. The common characteristic of these facilities is that they are used by one member or more of the normal family almost every day.
- Utilities and services: water supply, light and fuel supply, telephone, storm water and sewage disposal, other waste disposal, fire protection, police service and health care facilities.

- **Circulation:** all the installations required for the surface transportation of persons and goods to and from the dwellings and between dwellings and community facilities. These elements consist primarily of walks for pedestrians and streets for private and public transportation. They include related elements such as parking space, traffic controls and circulation lighting.

The evolution of thinking with regards to the definition of neighborhood recognized that the existence of logical boundaries for a neighborhood area is often more significant in determining the actual neighborhood area than considerations of population or over-all dimensions. Natural boundaries such as rivers and topographic barriers will frequently delimit neighborhoods. Existing transportation routes--traffic arteries, parkways or railroads--also act as boundaries.

The concepts of city image presented above have dealt with tangible, physical features. However, the concept of city image also has social implications and therefore, is subject to non-tangible, perceived boundaries. These perceived factors are perhaps best described by Kevin Lynch in his book, "Image of the City". In this work, Lynch presented the concepts of nodes, districts, paths, edges and landmarks. These elements are defined as follows:

Nodes- Nodes are centers of human activity, generally having commercial, cultural or civic importance.

Districts- Districts are usually residential and are delineated by architectural quality and form, life style, or street patterns.

Paths- Paths are circulation elements within communities. They may be vehicular or non vehicular. They tend to reinforce the boundaries of districts and to act as major edges when their use is intensive, or unifying elements when linking nodes and districts.

Edges- Edges constitute major barriers to human perception and movement. An edge may be a change of ground plane, a wall, or an uncrossable natural element.

Landmarks - Landmarks are normally the most easily identifiable manmade or natural features of the community. Significant buildings, such as towers or large structural masses, become landmarks, as well as such natural features as tall masses of mountains or lakes. They are points of orientation for inhabitants and travelers.

The type, intensity and arrangement of activities and buildings in a city reflect the social and cultural values of its inhabitants, the state of its technological development and its economic base. The city's image is important in several ways. It contributes to the intellectual and emotional development of its residents through its aesthetic quality, which can provide pride and pleasure. It expresses the cultural values of society and it is a source of information for locating places for everyday needs as well as special occasions.

The ease with which a city's physical organization can be comprehended is especially important. This quality is called "legibility". The map which follows immediately depicts those elements in Imperial Beach which, while not always aesthetically pleasing, remain visually significant and memorable as seen in Imperial Beach from highways, streets and other public viewpoints. These elements contribute to the strong foundation which acts as the basis for the City's image.

Our senses include vision, hearing, smell, touch and temperature, but scientific findings indicate that we receive about 90% of our information through sight. The following criteria relate mainly to important visual needs which the physical environment should satisfy, but also contain reference to other environmental qualities.

Comfort: Visual and other sensations should be pleasurable -- not too bright or too dingy, too cluttered or too empty of information, too noisy or too silent. The comfort range will vary for different people. However, a majority of Imperial Beach residents probably could agree on some grossly unpleasant visual efforts from the environment: sign-cluttered commercial strips, such as

Palm Avenue from I-5 to 7th Street, the industrially fenced N.A.S. property and its accompanying spotlights, areas devoid of visual impact, such as the empty views from the freeway through National City. The prime non-visual unpleasant effect is the excessive noise from helicopters at both Ream Field and the Border Patrol operations.

Variety: The City should contain a variety of contrasting physical environments: urban development and open areas; places with intensive activity and quiet zones; unrestricted long vistas and intimate cloistered views

Identity: The City of Imperial Beach should have distinct and vivid characteristics to allow it to be recognized as an individual entity. Identity heightens the feeling of belonging and instills within people a sense of uniqueness and civic pride.

Legibility: The physical relationships between important parts of the city should be understandable to both the visitor and resident. A legible city provides its residents a sense of orientation which aids physical mobility and gives a sense of well-being.

Meaning: The city's image should reveal its basic functions, history, culture and natural setting. It should clearly convey necessary public and private information.

Knowledge and Participation: The city's physical environment should contribute to the intellectual and emotional development of its inhabitants. It should invite exploration, stimulate curiosity and permit residents to manipulate their surroundings.

In brief, the city image of Imperial Beach should be comfortable, rich in variety, highly identifiable and legible, expressive of the city's functions and social life, educational, and capable of being shaped by its inhabitants. All of these criteria are taken into account in the development of the community design plan.



TIJUANA
RIVER
ESTUARY



CITY IMAGE

LEGEND

EXHIBIT 1

PACIFIC OCEAN

STATE PARK

NODE

PATH

DISTRICT

EDGE

LANDMARK



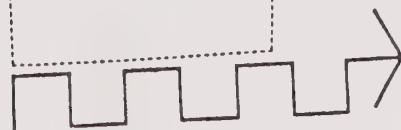
MAJOR



MINOR

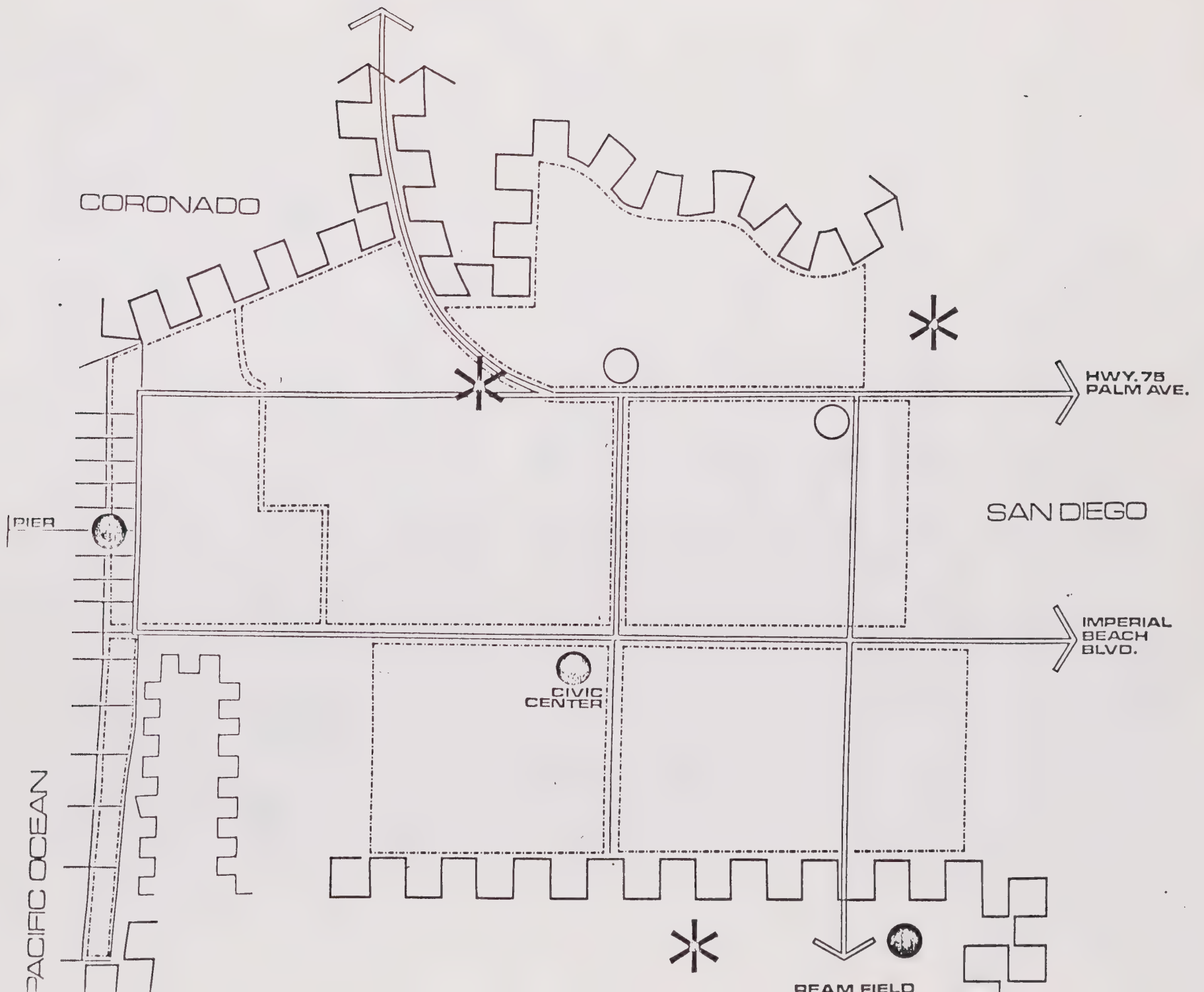


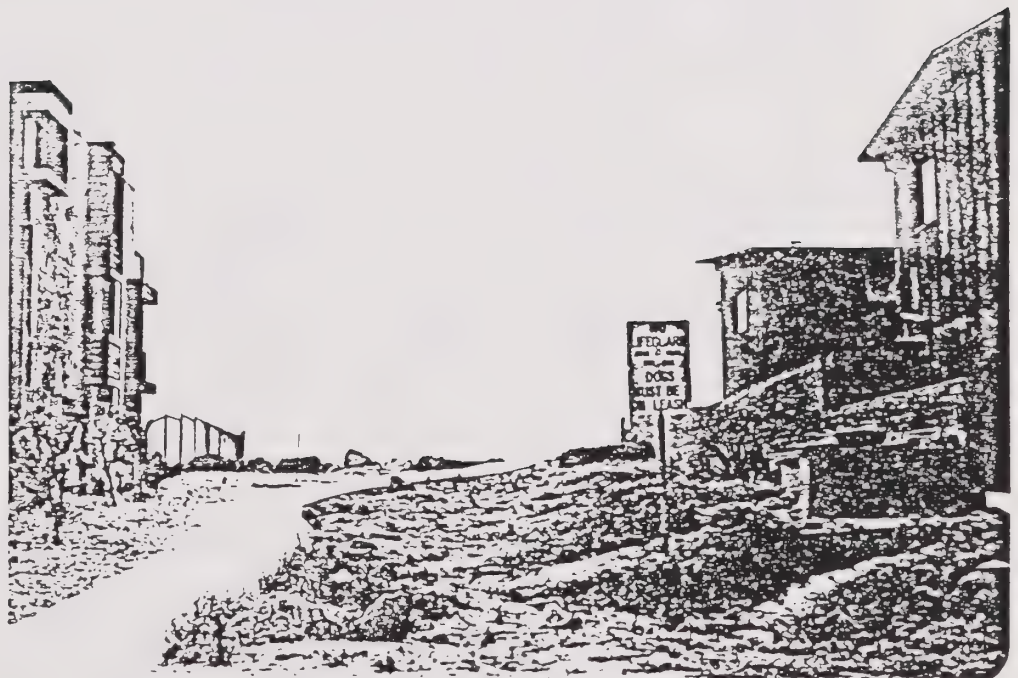
NORTH



MEXICO

TIJUANA





CITY PATTERN

III. CITY PATTERN

The city pattern is a visual framework composed of the natural base upon which the city is developed, together with man's development. The pattern of Imperial Beach can be described in several ways. In some aspects the city's pattern is two dimensional as though it were a map; in other ways the city's pattern is three-dimensional.

The city pattern is not a rigid order, but rather a synthesis of diverse and even random features combining together to form a sense of balance and compatibility. The pattern of Imperial Beach is comprised of:

The Ocean and Bay: which are a large part of the city's boundaries. The ocean and bay are some of the features which make Imperial Beach unique and make it a city of great potential. The ocean is open space, a focus of major views, an attraction to visitors and a place of human activity.

The Estuary and Slough: which roughly comprises the entire southern one-half of the city define the boundary between the urbanized city and the natural undeveloped city. The estuary and slough act as a vast open space allowing views to Mexico and the ocean. This space has had an influence on all the people of Imperial Beach, either as a recreational resource, a place to go for solitude, or as an environmental resource.

The Streets and Roadways: which unify the pattern and determine the character of development. These streets and roadways are essentially based on a gridiron pattern which makes them both functional and easily traversed by the population. Together they make up a system that accommodates man's movements and join the districts of Imperial Beach.

The Buildings and Structures: which are clustered throughout the community, reflect the character and personality of specific districts and centers for activity and provide reference points for human orientation. They represent a point in the continuum of societal evolution as the community matures and evolves through stages of development.

The perception of the city pattern will vary from person to person. People will perceive this pattern from many places and during many activities. The city pattern will be seen from people's homes and neighborhoods, from the beach and municipal pier, from places of work, from the streets while traveling, and from entranceways while visiting the city.

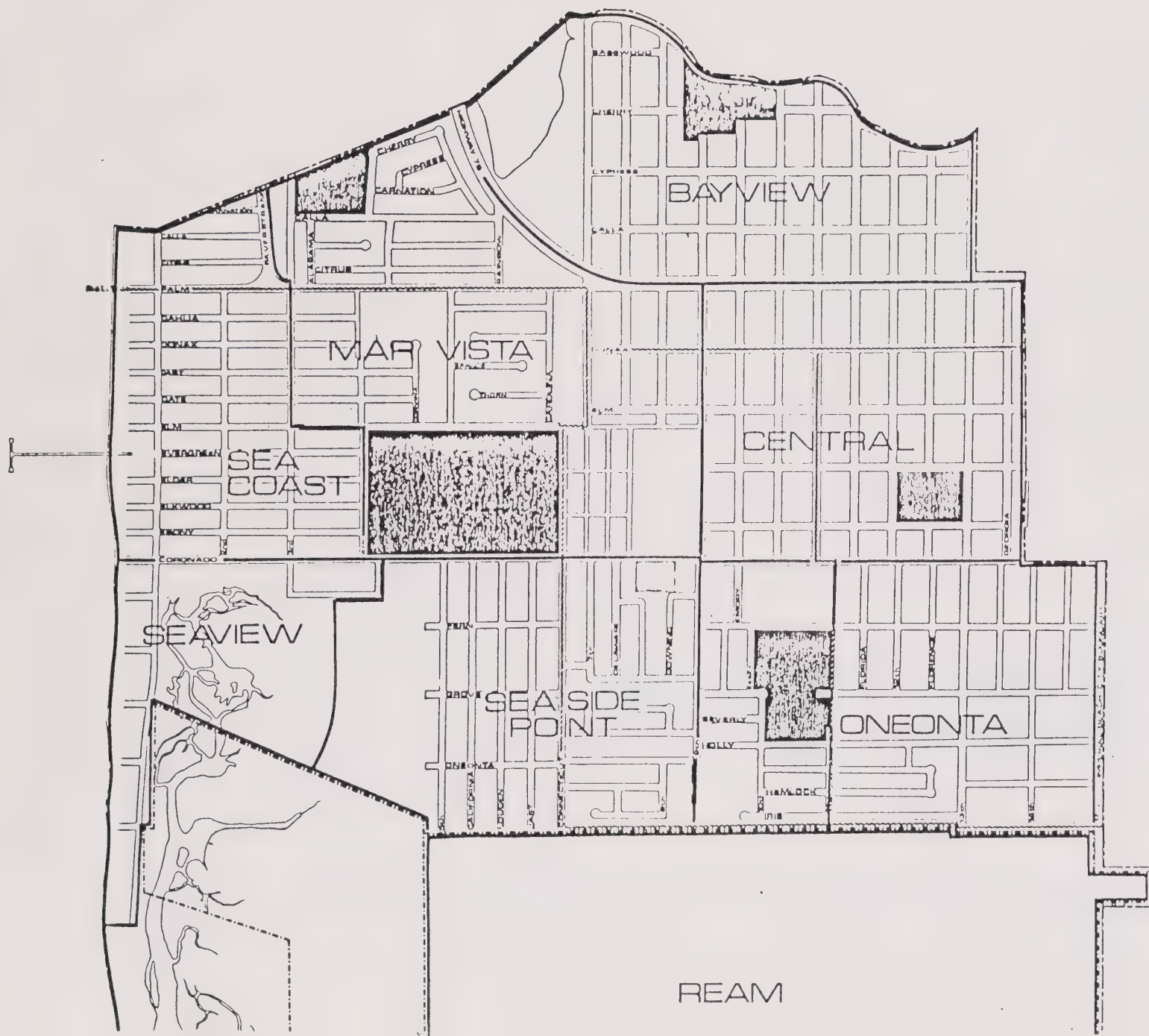
For analytical purposes Imperial Beach can be divided in several ways: 1) geographically, between the undeveloped estuary area and the urbanized area; and 2) functionally and socially, into land use areas and neighborhoods. Both ways are useful for the purposes of this component.

Generally, the developed portions of the city lie with the "square-shaped" configuration created by the San Diego Bay and Silver Strand; the Oneonta Slough and the Tijuana River estuary and the Pacific Ocean. Existing development patterns and the main circulation paths (i.e., Palm Avenue, Highway 75, Imperial Beach Boulevard, First Street, Ninth Street and 13th Street) have been determined by this configuration.

In other cities, located on flat land, one is generally oriented to major office towers or other tall structures, or to various large districts with somewhat common characteristics (e.g., Wilshire District, Westwood Village, "Skid Row" --Los Angeles), or to extended travel routes, whether traveled by automobile or public transit. In comparison with most urbanized areas in Southern California, however, Imperial Beach has a number of unique qualities. These include:

1. A large variety of views and natural settings. Generally, wherever one is located in Imperial Beach, there is a vista within close proximity. This may be an open vista to the Pacific Ocean, a panorama of surf and ocean, views of tidal infill at sunset or the sweeping view of the Playa de Tijuana skyline and Tijuana bullfight ring contrasting with the natural openness of the Tijuana River estuary.
2. A sense of place. The natural elements of terrain in Imperial Beach creates an identifiable sense of enclosure, while a strong focal point is evident in the Pacific Ocean.

3. A small-scale, man-made environment. Vertically, Imperial Beach is limited to one and two story buildings. Horizontally, with a few important exceptions, the neighborhoods and functional areas of the City are generally compact and well defined. These neighborhoods and functional areas include: (Refer to Exhibit 2)
 - a. The Seacoast District which comprise the municipal pier and the city beach north of Imperial Beach Boulevard;
 - b. The linear beach front residential developments south of Imperial Beach Boulevard along First Street known as the Seaview District;
 - c. The Tijuana Estuary District which encompasses the undeveloped slough, Tijuana River Estuary, state wildlife preserve and Border Field State Park;
 - d. The Ream Naval Air Station located south of Iris;
 - e. The Bayview District located north of Highway 75; and
 - f. The less well defined residential neighborhoods of Mar Vista, Central, Seaside Point and Oneonta.
4. Linear Movement. While most Southern Californians spend a great deal of their time traveling long distances, the experience of linear movement within Imperial Beach is qualitatively different. In most Southern California communities, vehicular movement takes the traveler either through freeway environments at freeway speeds, or along cluttered arterial streets while alternating between moderate to high speeds and "stop-and-go" traffic. The movement usually takes place along routes that bear little relationship to surrounding natural or man-made environments. In Imperial Beach the major routes follow the same natural configurations that have determined other patterns of development, and generally it is possible to travel from one part of the community to another with relative ease.
5. Extensive Open Space. The open space in Imperial Beach presents an extraordinary design opportunity not only because of its extent, but also because of its location and specific characteristics.



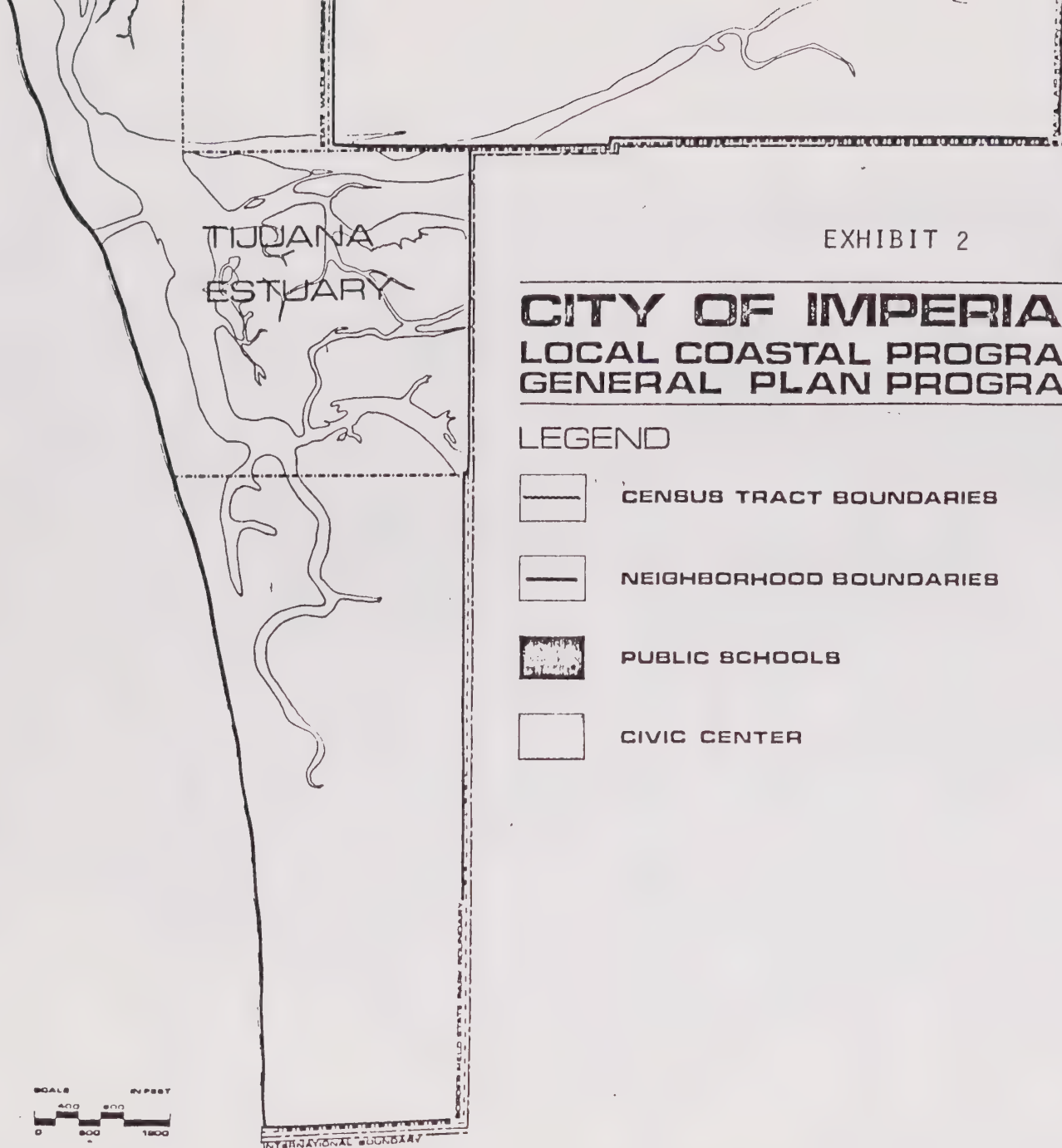


EXHIBIT 2

CITY OF IMPERIAL BEACH

LOCAL COASTAL PROGRAM

GENERAL PLAN PROGRAM



LEGEND



CENSUS TRACT BOUNDARIES



NEIGHBORHOOD BOUNDARIES



PUBLIC SCHOOLS



CIVIC CENTER

First, the fact that the community is surrounded on three sides by bodies of water (ocean, slough, estuary, bay, salt flats) creates an excellent opportunity to control the extent and pattern of future development on the periphery. Secondly, the water areas relate open spaces visually and continuously within almost all the neighborhoods and functional areas. This relative isolation from the surrounding areas provides the City with an excellent controlled environment in which natural resources may be fully utilized and the rate and direction of development can be monitored to the full benefit of the community members.

The characteristics of intimacy, definition, and visibility mean that Imperial Beach has a rare opportunity to conserve and create a series of inter-related environments that can be experienced as three-dimensional entities, an opportunity not found in most flat-terrain or large scale environments typical elsewhere in Southern California. This same degree of intimacy and visibility, however, means that poor development decisions affecting the visual environment will have more damaging and permanent effects than in other areas.

Land Use Determinants

Certain types of land use, existing or potential, have secondary effects on the visual environment. Commercial uses adjacent to arterial streets can result in both obtrusive signs and in extensive, sterile parking areas. Some of the objectionable impacts of these uses can be reduced or eliminated, while others are very difficult to eliminate.

Commercial parking lots can be landscaped with trees and other plants that give adequate horizontal and vertical screening. Shops that are integrated into a planned shopping center can be designed with few aesthetic objections, including such considerations as small, discreet signs.

Individual commercial enterprises, however, when located along arterials, and not part of planned shopping centers, create insurmountable difficulties. The need for large individual signs designed to be seen when moving at high speeds, the jumble of unrelated architecture, and the sterile impact of uncoordinated parking and access, all create detractable features of the visual environment. There are situations where regulatory attempts to reduce negative visual impact have not had desirable results.

EXHIBIT 3

VISUALLY SIGNIFICANT RESOURCES

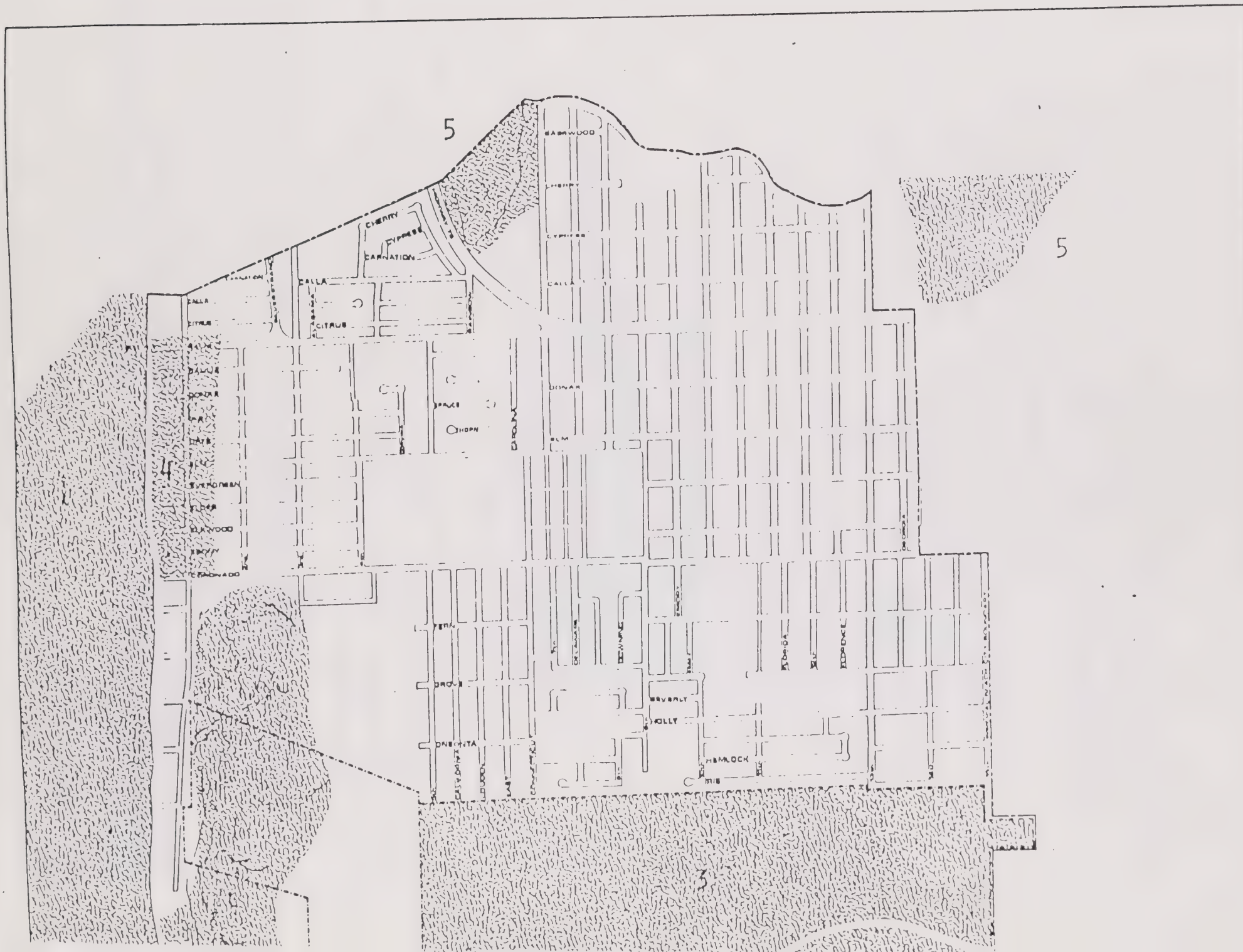
CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



1. PACIFIC OCEAN
2. TIA JUANA RIVER ESTUARY
3. REAM FIELD
4. CITY BEACH AREA
5. SALT EVAPORATIVE PONDS



INTERNATIONAL HIGHWAY



IV. COMMUNITY VISUAL RESOURCES

A. Introduction

The City of Imperial Beach is endowed with a natural setting which is rich in resources, especially in terms of visual and scenic resources. The Coastal Act requires that the scenic and visual qualities of coastal areas be considered and protected as a resource of public importance. Development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural landforms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance the visual quality of visually-degraded areas. New development, where appropriate, shall serve to protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.

The purpose of this section is to identify the scenic resources of Imperial Beach and to evaluate the adequacy of existing regulations to conserve these fragile resources.

B. Visual and Scenic Inventory

To fully understand the scenic resources of an area, one must understand the nature of view and vistas. The following paragraphs briefly present information on views and vistas to help the reader with an understanding of the inventory.

A view is a scene observed from a given vantage point. Often an outstanding view is the reason for selection of a building site. But far too often, the view is poorly used and in fact is destroyed.

The total design concept in dealing with the Pacific Ocean as a resource would involve the modulation of a view. Vistas should be developed which

range from a glimpse through loose foliage, to enframing slot, to wider slot, to wide sector, to reverse interest, to vista, to object seen against the view, to concentration in cave-like recess, to full, exuberant sweep.



To be enjoyed, a view must be related to man and to those areas and spaces that he uses. Care must be taken to ensure that the use of an area and the view seen from the area compatible. A scene of great activity, excitement, or tension should not be introduced visually into an area of quiet repose.

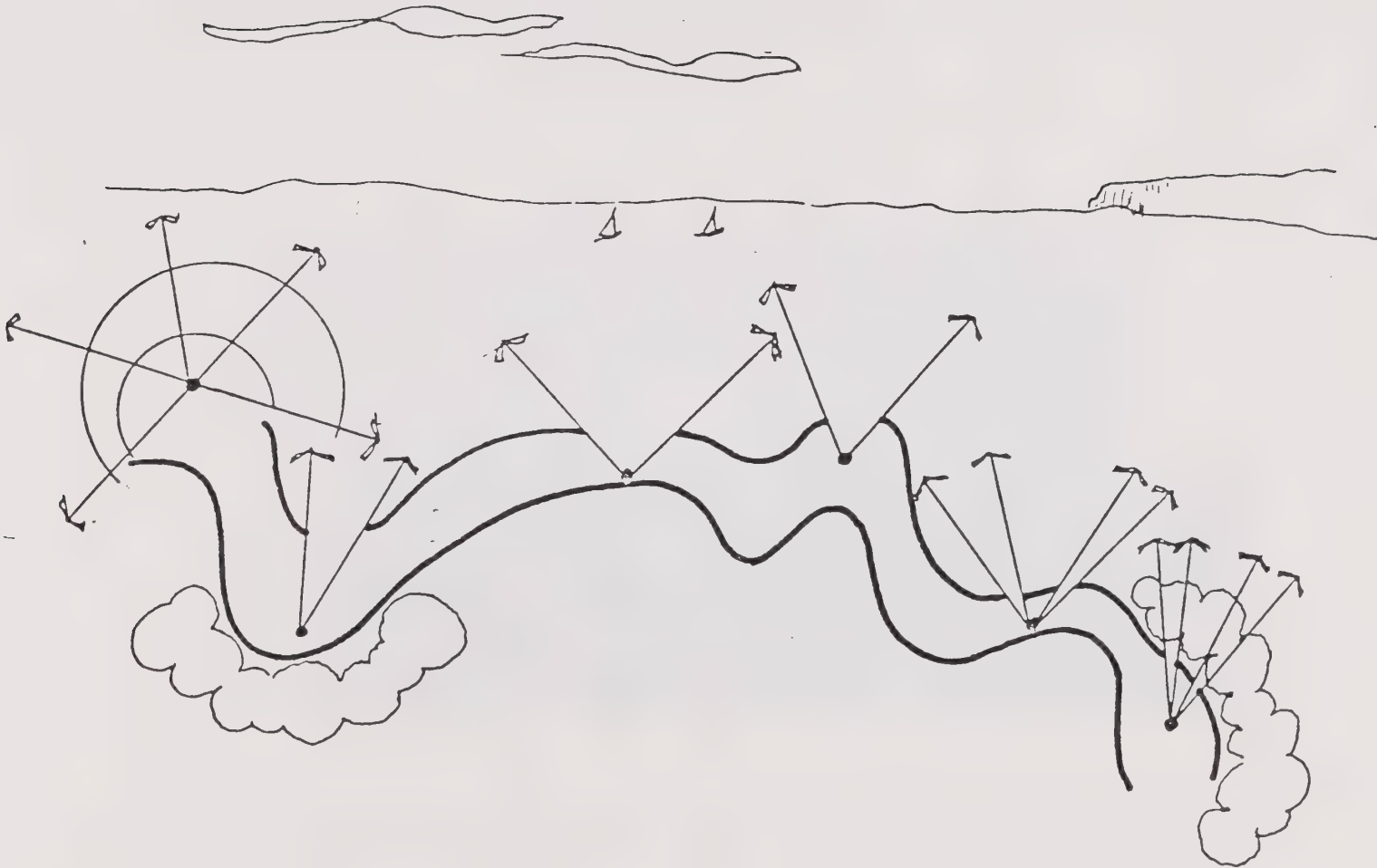
A view may be subdivided. It may be appreciated facet by facet, with each part treated as separate entity. In fact a view gains force by planning development to act as counterpoint or foil.

A vista differs from a view in that a vista is a confined view, usually toward a terminal or dominant element or feature. A vista, unlike a view, may be created in its entirety and is therefore subject to close control. Each vista has, in simplest terms, a viewing station, an object or objects to be seen, and an intermediate ground. The three together should make a satisfactory unit and are usually conceived an entity.

With a summary understanding of the visual aspects of scenic resources the following resources are identified.

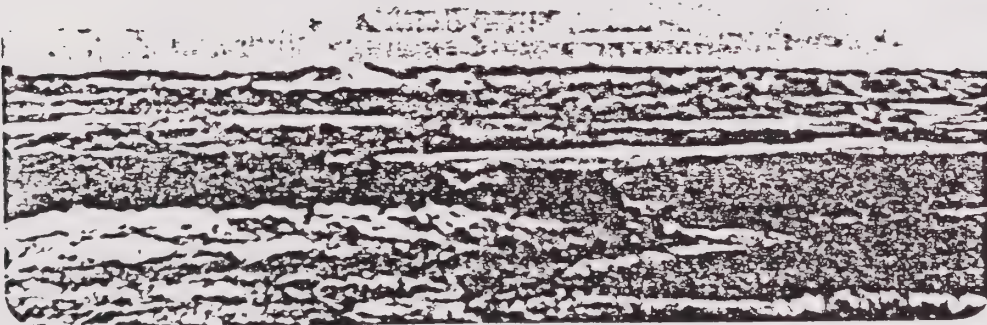
1. The Pacific Ocean. The ocean is perhaps the most scenic resource in Imperial Beach. However, due to its almost limitless expanse, it is difficult to fully perceive visually. In the case of Imperial Beach and the Pacific Ocean the statement that the best view is not always, or often, the full view, is applicable. The views of the Pacific Ocean in Imperial Beach can be enhanced if they are enframed or seen through an appropriate screen. An example of this concept is described in more detail in the visitor-serving component under the municipal pier "Vista to the Sea," discussion.

MODULATION OF VIEW CONCEPT



2. The Tijuana River Estuary. The Tijuana River Estuary offers one of the most unique scenic resources. The Tijuana River Estuary can be viewed from several vantage points, a few of which are the Mesa bluff-top in Borderfield State Park, the southern terminus of First Street and along Imperial Beach Boulevard (Coronado).

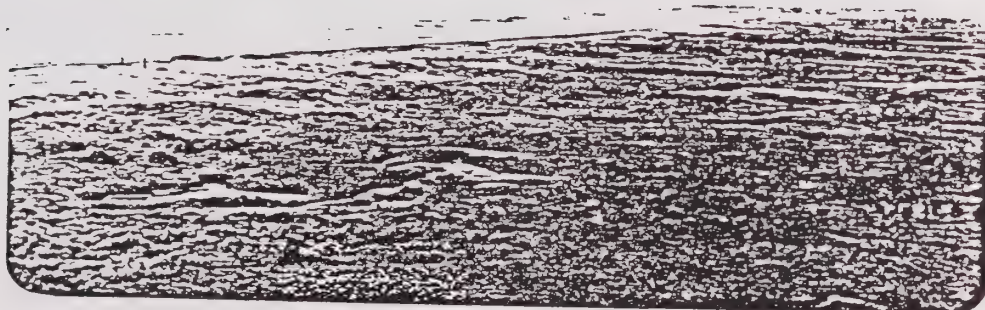
Depending upon which viewing station the Tijuana River Estuary is viewed, the perception of the area changes dramatically. This is due to interplay of different visual aspects. Views from along Imperial Beach Boulevard focus on the Tijuana bullfight ring and Mesa Bluff-top area, which act as the terminal features of the vista. This terminal point sets the theme of the view: a vast expanse of open space separating two urban areas, in fact, two countries.



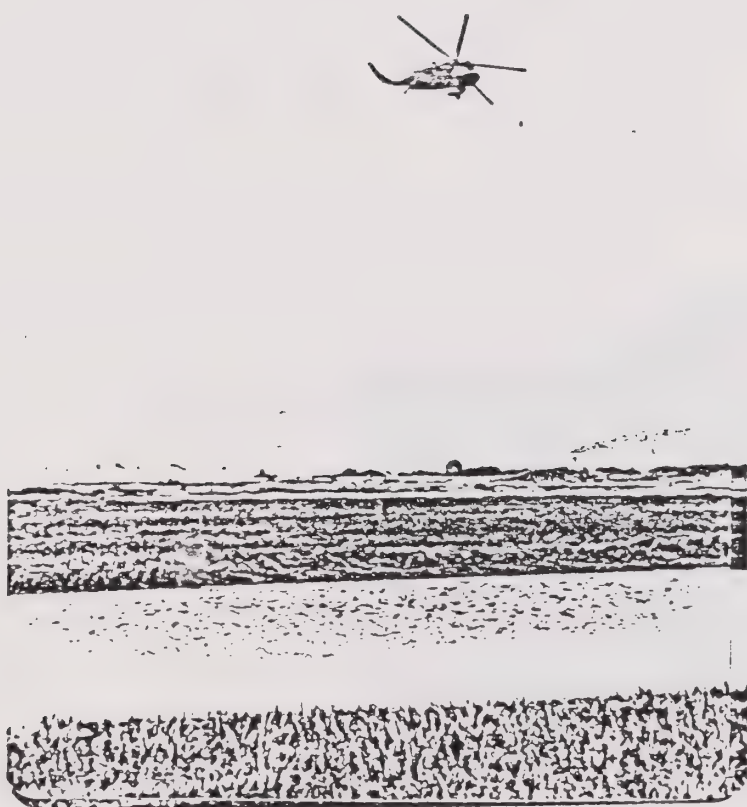
From the end of First Street, a different prospective of the Tijuana River Estuary is achieved. Here, the narrow waterways form a visual axis. The axis, essentially, is a linear element transversing the view. The waterways, in fact, become the dominant feature. The perceived view is of a wet-land type habitat between the shore and inland development.



The final viewing point to be discussed is the Mesa bluff-top of Borderfield State Park. This spot, itself a terminal point of another vista, produces a reverse interest view. From the bluff-top, one views a panorama coastline scene ranging for the beaches below, along the coast past the estuary to Imperial Beach and Coronado.



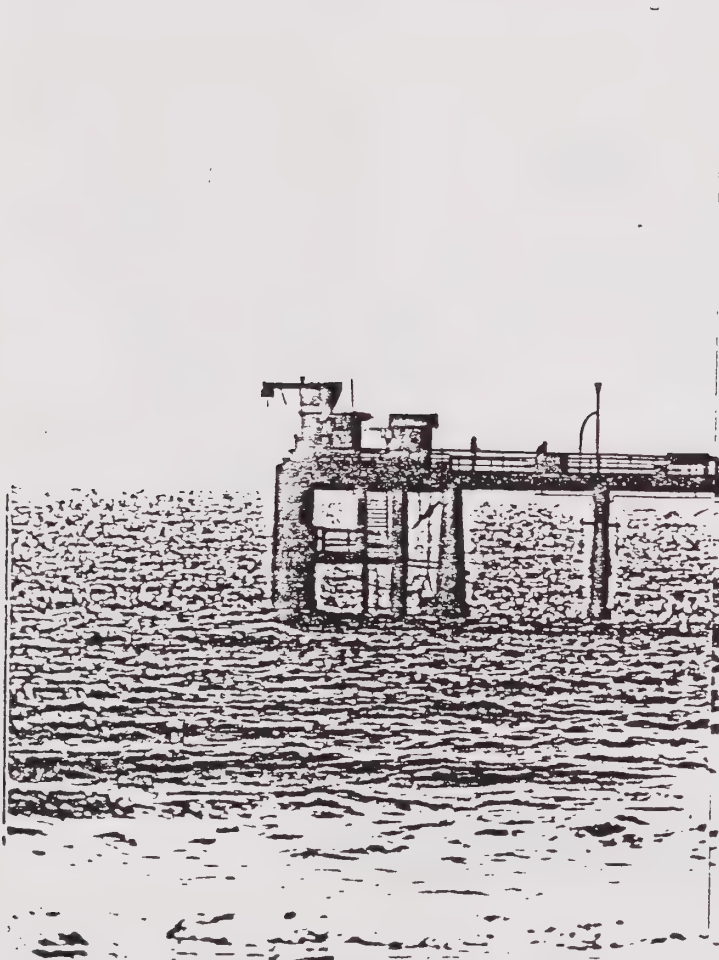
3. Ream Field. This represents a scenic resource in that it draws spectators to view the "Helicopter Capital of the World". This particular vista is ideally suited to passive recreational activities for many while simultaneously representing a prime source of noise pollution to others.



4. The City Beach Area. A unique scenic resource, the city beach area encompasses the area from Imperial Beach Boulevard to Palm Avenue. This area has numerous focal points ranging from the City Pier, to the variety of building types, to the sandy beach.

However, glare is a problem in the city beach area. The main contributors are the treeless landscape and the predominance of white and pastel colored buildings. Both natural and man-made physical features reflect sunlight in a manner which often gives the city a washed-out appearance.

Landscaping and appropriate street tree and shrubbery planting, along with richly colored natural materials and highly textured architectural forms can help reduce glare and improve the "washed-out" appearance of the city beach area.



5. Salt Evaporative Ponds. The salt evaporative ponds act as the gateway to Imperial Beach as one enters into the City along State Highway 75 from either the Silver Strand area or from Interstate 5. Unlike the Pacific Ocean, these ponds are small enough to be easily understood visually. The importance of the salt evaporative ponds as gateways is perhaps best stated by Thomas D. Church in his Book, "Gardens Are For People."

"The psychology of arrival is more important than you think. If it is not obvious where to park, if there is no room to park when you get there, if you stumble into the back door looking for the front entrance, or if the entrance is badly lighted, you will have subjected your guests to a series of annoyances which will linger long in their subconscious. No matter how warm your hearth or how beautiful your view, the overall effect will be dimmed by these first irritations."

C. Issues

Several issues related to preserving and enhancing the visual resources of Imperial Beach have been identified. While this list of issues is not exhaustive, it represents the most salient points.

1. Unkept areas in the beachfront should be improved to enhance visual quality and impressions of the area.
2. New development must be evaluated with respect to protection of views to and along the ocean, Oneonta Slough and the Tijuana River Estuary.
3. The City should institute a design review process as part of its development ordinances to effectuate improvements in the coastal zone.
4. New development must be evaluated with respect to retaining low profile building heights.
5. New development should be evaluated with regard to its visual impacts, including provisions for appropriate on-site landscaping and control of signing in commercial areas.

D. Evaluation of Scenic Resource Protection Regulations

The process of evaluating existing regulations for scenic resource protection measures involved the review of a number of documents. The documents reviewed included the following:

- The Imperial Beach Zoning Ordinance (1977)
- Imperial Beach 1990 General Plan (1969)
- The Scenic Highways Element (1977)

- Housing Element (1977)
- Open Space/Conservation Element (1974)
- Title 13, Subdivision Ordinance (No date)
- Imperial Beach Planning Reconnaissance (1972)

1. Imperial Beach Zoning Ordinance. The Zoning Ordinance does not contain any specific measures to be directed toward the preservation and/or conservation of scenic resources. However, one section of the Zoning Ordinance could be interpreted so as to provide for protection of scenic resources. Section 932.8.F "Design Criteria": P-D Zone states:

- (1) A Planned Development shall be designed to achieve the following design criteria:
 - a. The proposed General Development Plan should be comprehensive, embracing both land and buildings and their inter-relationships. The Plan should consider the whole in a three-dimensional concept.
 - b. Diverse functional elements should be well-integrated, properly oriented; and properly related to the topographic and natural landscape features of the site.
 - c. Development should be related to existing and planned land use of adjoining property and should not create an isolated or disrupting influence on adjoining communities.
 - d. The Plan should provide for public and private open space. Parks and landscaping should be included as well as other measures to beautify and preserve aesthetic features of the site. A maximum of public parks and open space is recommended, parks and recreation areas should be of a size, based on the particular use, adequate to meet the needs of the anticipated population, and should be arranged so as to be readily accessible to the residents of the development and the general public.
 - e. Community facilities, particularly schools, should be provided in the Plan and should be located so as to be most convenient to the community. Dedication of land for public facilities is strongly recommended.

- f. Population and housing densities may vary. However, they should not exceed the capacity of public and private support facilities, and should encourage and reinforce the integrity of the neighborhood.
- g. Architectural harmony and unity within the development should be attained as far as possible.

However, despite the provisions of this code section which could be expanded to protect scenic resources, to date, no development has occurred in the P-D zone. This designation occurs only in the Tijuana River Estuary.

- (2) Imperial Beach 1990 General Plan. The current General Plan of Imperial Beach proposes several policy objectives which relate to scenic resource conservation. These policy objectives:

- The beach should remain as an "open" public beach with buildings united to restrooms, dressing rooms and showers.
- The natural assets of Imperial Beach should be exploited to increase and encourage tourism. The beach should be developed for optimum utilization by tourists and residents.
- Other natural and special features which attract tourists and should be exploited are the excellent surfing, sport fishing and abundant wild bird life.

The sole objective obtained to date is that the beach is still an "open" public beach.

- (3) Scenic Highways Element. The Scenic Highways Element of Imperial Beach contains perhaps the largest number of regulations to conserve the communities scenic resources. In fact, the following goals, objectives and policies of the Scenic Highways Element relate directly to scenic resource conservation:

The intent of the Scenic Highway Element of the General Plan of the City of Imperial Beach is to plan scenic drives through the city that will enhance the City's environment. Scenic, historical and recreational areas have been recognized as valuable assets to the City and a scenic drive system is proposed. In order to assure the continuation of these resources the following Goals, Objectives and Policies are hereby adopted.

GOALS

- To identify and designate a scenic drive(s) through the City of Imperial Beach.
- To encourage increased public awareness of the scenic qualities of Imperial Beach.
- To protect and enhance the historic, recreational, environmental and scenic qualities of the City.

OBJECTIVES

1. To encourage the City of San Diego to continue to take productive action such as the recent undergrounding of overhead utility lines, to improve the visual quality of Highway 75 from Interstate 5 to Imperial Beach City limits.
3. Encourage a cost analysis aimed at placing underground all overhead utility lines along Highway 75 within the City limits and the acquisition of said funds if deemed appropriate.
4. To support scenic drives in order to promote the "visitor industry" in Imperial Beach by providing a route to scenic, recreational, cultural and historical areas of the City.
5. To adopt implementation measures that will assure that there will NOT be a further deterioration of the scenic qualities of the scenic drive. In particular by revising regulations relative to setbacks, signs and weed control.

POLICIES

1. It is the Policy of Imperial Beach to coordinate the scenic highway element with the Land Use, Open Space, Circulation, and Conservation Elements. Any amendment to any of these other elements shall be preceded by a study to determine the effect such amendment would have in the scenic drive.
2. It is the Policy of Imperial Beach to seek funds from all levels of government to support scenic highways and scenic drives.
4. It is the Policy of Imperial Beach to support local citizen groups who have as their objectives the establishment of a scenic drive through the City.
5. It is the Policy of Imperial Beach to encourage the City of San Diego to protect those portions of the scenic drive corridor established by this element that lie within the City limits of the City of San Diego.
6. It is the Policy of Imperial Beach to encourage the Comprehensive Planning Organization to develop techniques and funding for a region-wide scenic highway system that includes the scenic drive set forth in this element.

Further, the Scenic Highways Element established the following:

- Scenic Drive. There is in Imperial Beach a series of natural and man-made resources that can be enjoyed by the motorist and cyclist, alike. It is the intent of this element to establish a scenic drive based on the following criteria:

1. The drive is to be continuous but can extend beyond the City limits and can include dead-end streets if said dead-end provides an unusual vista.
2. Shall connect historic, recreational natural resources and unusual urban vistas.

- The Vistas in the Scenic Drive. Based on the above criteria (State Element Criteria) the following vistas are hereby determined to be valuable resources that deserve a protected corridor with a scenic drive:

1. The Pacific Ocean
2. The Tijuana Slough
3. The Border Monument
4. The Tijuana River
5. San Diego Bay including the vista of the Coronado Bridge and the downtown San Diego skyline
6. Ream Field -- while not necessarily aesthetically pleasing, the the tourist is frequently attracted to the occasional landing and take-offs and other limited operations at the installation.
7. Parks and Playgrounds

Implementation of the Scenic Highways Element has not occurred. In fact, the City is generally unaware of the provisions of the Element.

- (4) Housing Element. No provisions within the Housing Element address conservation of scenic resources.
- (5) Open Space/Conservation Element. Like the Scenic Highways Element, the Open Space/Conservation Element contains a large number of measures for the conservation of scenic resources of the community. In terms of goals and policies, the Element establishes the following:

Goal 1. Imperial Beach must improve the quality of public and private development and facilities in order that the creations of man enhance, rather than conflict with the natural beauty of the area.

Goal 2. It is imperative that the City concentrate its every resource to arrive at a solution to the beach erosion problem even if such distates holding other critical projects in abeyance.

Goal 3. The creation of programs to preserve the sensitive environmental and ecological systems with which the community has been endowed.

POLICY

The City should strive toward a resolution of the many issues and and divergent opinions concerning the Tijuana River Estuary.

POLICY

Preserve the habitat of endangered wildlife species.

POLICY

Preserve the habitat of unique plant communities.

POLICY

Encourage a subsistence type revenue base.

Goal 4. To develop a monitoring system whereby all matters affecting the environment would be recognized, understood, and acted upon, if necessary, to assure that further damage will be avoided.

Goal 5. Modification of policies and land use controls to reflect current and future demands for environmental quality and open space.

POLICY

Update and review the zoning ordinance in order to reflect current and future demands for open space and conservation.

Ensure the continued preservation of environmentally sensitive areas at costs consistent with fiscal parameters as defined by the City.

POLICY

Implement the conservation portion of this element by application of the Open Space Zone in conservation areas.

Again, the Goals and Policies of Open Space/Conservation Element, like the Scenic Highways, have generally failed to be realized.

- (6) Title 13: Subdivision Ordinance. No provisions are provided within the Subdivision Ordinance for conservation of scenic resources.
- (7) Imperial Beach Planning Reconnaissance. The Planning Reconnaissance discusses the resource values of both the City Beach and Tijuana River Estuary along with proposed plans for each of the areas. However, as the study states, "The purpose of this Reconnaissance study is to uncover the problems and significant issues facing the community. It is not to propose solutions." The Reconnaissance study establishes no goals or policies and does not make any recommendations related to scenic resource conservation.

In summary, Goals and Policies for Scenic Resource Conservation are established primarily in the Open Space/Conservation Element, Scenic Highways Element and in lesser amounts in the 1990 General Plan and Zoning Ordinance. In most instances, the City has failed to implement the stated Goals and Objectives. The reason for this failure is not clear. The cause is probably a combination of factors including inadequate City Staff, limited municipal funds, etc. A resolution to these shortcomings would involve the evolution of more realistic goals and policies and in keeping with the City's revenues; an expansion of the City's revenue base; or some combination of these two elements.

V. COMMUNITY OBJECTIVES RELATING TO THE DESIGN ELEMENT

- A. The Citizen's Policy Plan contains numerous issues and policies pertaining to land use, circulation, public facilities, resource management and community design. Many of the policies directly relate to the visual environment and generally call for:
1. Preservation and enhancement of the special "seacoast" character of the community.
 2. Conservation of some of Imperial Beach's unique natural environment.
 3. Good, unobstrusive design of the various public and private physical elements that make up the man-made environment.

These extracts related to several general objectives in the Citizen's Policy Plan characterize numerous specific policies:

The underlying development philosophy should be to preserve and enhance the natural resources the community possesses to maintain a community identity provide specific direction to the quality and image desired by the community provide a definite sense of entry ... and a sequential experience appropriate to the changing scale The City should also seek to ensure that streets and highways are a more visually pleasing element within the community.

Some of these objectives are more easily stated than accomplished. Establishment of an architectural design theme will not alone establish a sense of community identity if the residents have not developed a pride of ownership. The objective will involve the maintenance and preservation of the unique resources of the area, enhancement of the beach area, a general improvement of physical appearance and development of a community pride.

In conjunction with the previous physical determinants, the policies related above set the stage for the development of more detailed design criteria which are sensitive to the resources of the community and the community's attitude toward the existing and future of Imperial Beach.

B. Coastal Act Policies¹

In addition to the above local policies, the California Coastal Act contains policies relating to the visual resources of the coastal area.

Section 30251. The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

Section 30253. New development shall:

(5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.

¹State of California, Coastal Act Policies, Volume II



COMMUNITY DESIGN PLAN

VI. COMMUNITY DESIGN PLAN

The following section lists various development criteria which are techniques through which the community design plan may be accomplished. The criteria are specific in intent, but they are not quantitative. The criteria, for example, may state that a wide roof overhang should be used to reduce glare or the need for a cooling system, but it does not state precisely how wide that overhang should be. (Some general exceptions have been made.) Further detailed quantifications should take place as part of the research and ordinance proposals suggested in the implementation section.

The criteria have been subdivided according to the following areas or principle type of development:

1. General (i.e., those criteria applicable to all developments throughout the community)
2. Seacoast District (i.e., criteria applicable to development generally located north of Imperial Beach Boulevard to the city boundary and west of Third Street.)
3. Other Commercial Areas (i.e., all proposed neighborhood centers and other commercial areas located outside the Seacoast District.)
4. Permanent Open Space Areas (i.e., those designated by the general plan).
5. Major Circulation Routes (including all scenic highways and local scenic drives designated by the general plan).

The criteria under each of the above headings are, in turn, organized according to the following major factors, where applicable: site plan review, building design, landscaping and open space, parking, signs and graphic displays.

General

1. Site Plan Review

- a. Any and all proposed new development should go before a review committee which would utilize the following points (some of which are inconsistent with existing zoning ordinances) as guidelines for plan execution:
 1. All utilities on-site shall be underground.
 2. All mechanical equipment shall be appropriately screened from view. Screening materials shall be consistent with the design of the building.
 3. New development shall be reviewed as to its visual impact on the surrounding area. That is, as new developments are created, efforts should be made to capitalize on their potential as high quality visual forms.
 4. Building form and scale shall relate building use, and shall not overwhelm the scale of man, and have simple massing.
 5. Total pedestrian circulation, open space, and landscaping of any site should be in excess of 25% of the net site area exclusive of streets, and utility and maintenance areas.
 6. Architectural criteria shall only consider the external design as being justifiable in the public interest.
 7. In reviewing building design, the dominant themes of a residentially oriented community and pedestrian scale shall be used as a basis for evaluation of any proposed project.
- b. Intimate horizontal scale should be maintained in all developments, whether residential or commercial. No large, sterile expanses of either spaces (e.g., parking lots, storage yards, etc.) or buildings (e.g., repetitious groupings of apartment buildings or commercial buildings overly extended without visual or functional separations). Where large scale developments are unavoidable, the design review process should assure adequate mitigating measures are taken, such as breaking up parking facilities into several areas and heavily landscaping such areas both in the interiors and on the peripheries; imaginatively clustering apartment and other residential structures and, varying the forms of commercial structures so that they do not appear unduly massive or intrusive in relation to the intimate scale of the rest of the environment.
- c. Adequate spatial or screening buffers should be included on the peripheral points of any development where that development abuts

a possibly conflicting use. The buffers should be required to be as natural appearing as possible and to be visually compatible. Textured and varied walls, landscaped berms and heavily landscaped open spaces should be encouraged, while long, unvaried and untextured walls or extensive building areas without windows should be avoided.

- d. Additional functional considerations that should be evaluated for each project are: a) protection from natural elements, b) safety considerations, c) acoustics and privacy, and d) lighting.
- e. The ability to orient oneself in one's environment with reference to time, place or people is an important aspect of design. This should be an important consideration and should be reflected in the use of proper graphics, distinctive architecture, open space and landscaping, focal interest and increased visual access.
- f. New development should be cognizant of the broad area of differences between vehicular and pedestrian scale; that is, how man would perceive a development related primarily to the speed of man's movement. For example, the size of a sign would differ if its primary function were related to the view from an automobile versus a person walking.
- g. Street design or streetscape shall be done in such a manner as to minimize the intrusion of vehicular traffic in any given area.
- h. Maximum effort should be made to encourage pedestrian movement, particularly in commercial areas.

2. Building Design

- a. Buildings should be constructed and made of such materials that the buildings do not clash either with neighboring buildings or the contours or other characteristics of the landscape. This should not be interpreted, however, as requiring the rejection of all newly developed materials, methods of construction or architectural forms.
- b. Building heights should not exceed three stories above ground level. The required design review process should evaluate the visual impact on the total landscape whenever specialized structures, such as church towers, are permitted to exceed this three-story limit.
- c. Roofing should be constructed of tile, shake or other visually acceptable materials on all buildings, whether used for residential or commercial purposes, with consideration for the view from the surrounding areas.

- d. The design of structures and the choice of materials should include consideration of eliminating or reducing the need for artificial heating or cooling, and should include a) wide roof overhangs, b) insulating wall materials and roof materials, c) minimal use of glass in areas subject to extended cold exposure, d) maximum use of glass in areas subject to extended sun exposure thus creating a "greenhouse effect."

- e. Structures other than buildings, such as advertising signs, should come under especially stringent regulation. Large sign structures, whether on the ground or on roofs, or large projecting signs should not be permitted.
- f. Careful consideration should be given to use of building materials that ensure a high quality level of maintenance.
- g. The use of authentic or natural quality materials should be encouraged. Metal or plastic copies of wood, especially in shiny finishes or unconvincing textures and molded shapes should be discouraged or prohibited.
- h. A color and texture scheme should be submitted on all new large scale developments to ensure compatibility with surrounding developments.

3. Landscaping and Open Space

- a. All required landscaping, whether in private developments or in public improvements (e.g., streets, civic facilities, etc.) should be required, through the design review process, to be:
 - a) of sufficient minimal size when planted (i.e., 15 gallon size for trees and 5 gallon size for plants and shrubs),
 - b) of species and varieties that are suitable to the climate and require a minimum of maintenance and watering,
 - c) assured of permanent maintenance, and
 - d) entirely natural and not including plastic plants, colored paving materials or cover, or other attempts to simulate natural growth.

Seacoast District

Improvements to the attractiveness and function of the Seacoast District and adjacent beach areas for visitors and residents depends in large measure upon: an inviting physical environment which provides ocean views; improved vehicular and pedestrian circulation with convenient parking for the beach and pier; and the provision of beach support facilities and quality beach-oriented visitor serving facilities. The following guidelines for the Seacoast District provide for a balanced approach to accomplish these objectives.

A special zoning control district will: serve to improve and maintain high visual quality and assure the compatibility of new development with Imperial Beach's "Seacoast Village" architectural image. The charming qualities of "Seacoast Village" buildings--proper massing, sensitivity to scale, well placed openings, inviting entry ways, subtle colors, attention to sun and shade--are the basic elements of good architecture. The following criteria should be utilized until such time as more precise plans are developed:

1. Site plan review

- a. Special criteria and incentives should be applied to the various sub-areas of the Seacoast District to accomplish the following:
 1. A visitor serving center in Seacoast District, with emphasis on retail uses, including restaurants, shops offering specialized goods relating to the waterfront setting and hotels and/or motels.
 2. A "Pier and Sea" vista and open space area to serve as a focus or theme center for the city. This "Pier and Sea" vista and open space will protect views to the ocean while providing a promenade area along Ocean Boulevard.
- b. All buildings should be oriented, in terms of their interior and exterior spaces and their circulation patterns, to a continuous pedestrian system. The system should consist of

sidewalks, patios, arcades and walkways between buildings.

2. Building Design

Specific architectural guidelines should be developed to aid individual property owners in applying specific design principles to new buildings as well as renovations to insure compatibility with the "Seacoast Village" theme. Until the specific architectural guidelines are developed, the following general guidelines shall apply in the Seacoast District.

- a. Building material, textures and colors should not assert themselves, but reflect and enhance the surrounding environment.
- b. Efforts should be made to attain a sense of continuity and consistency, but not at the cost of replication and monotony.

3. Landscaping and Open Space

- a. The relationship of buildings to open space in the District should be kept to an intimate town character. This may require that buildings be set adjacent to streets and walkways rather than separated by setbacks.
- b. Required open spaces should be in the form of plazas, patios, and arcades that are of demonstrable use for seating areas, sidewalk cafes, exhibits or other day-to-day uses.

4. Parking

Parking need not be supplied adjacent to each building or other development, but should be pooled into common facilities through a special parking district, the payment of in-lieu funds or other devices.

5. Signs and Graphics

- a. All signs and other advertising should be required to conform to an overall graphics plan governing both private and public investments.
- b. More detailed sign criteria should be developed as a part of the architectural guidelines for the Seacoast District. However, interim guidelines should consider the following:

sidewalks, patios, arcades and walkways between buildings.

2. Building Design

Specific architectural guidelines should be developed to aid individual property owners in applying specific design principles to new buildings as well as renovations to insure compatibility with the "Seacoast Village" theme. Until the specific architectural guidelines are developed, the following general guidelines shall apply in the Seacoast District.

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5. Signs and Graphics

- a. All signs and other advertising should be required to conform to an overall graphics plan governing both private and public investments.
- b. More detailed sign criteria should be developed as a part of the architectural guidelines for the Seacoast District. However, interim guidelines should consider the following:

- 1) Pedestrian and vehicular-oriented signs have different criteria based primarily on the type and rate of motion. Within this context placement of signs is an important consideration.
- 2) A sign and graphics program for any new development in the area should be submitted at the earliest time. This permits integration of the sign program as a part of the architectural design rather than as an "afterthought".
- 3) Signs should be used as a basis for identification of the type of business, rather than for mere advertising purposes.
- 4) Sign surfaces should generally be four times the lettering area.
- 5) A sign program should reflect consideration of adjacent signs so as not to conflict or block other signs.
- 6) Blinking or rotating signs should be prohibited.
- 7) The number of signs shall be limited to:
 - a) One vehicular-oriented sign per street frontage.
 - b) One pedestrian-oriented sign per street frontage.
 - c) In the case of buildings with more than one tenant, one vehicular-oriented sign identifying the total building complex shall be permitted. Each tenant would be permitted one pedestrian-oriented sign.
- 8) The use of natural materials on signs shall be encouraged, such as wood.

Other Commercial Areas

All other commercial areas should be required to conform to the same criteria for the design of buildings and signs, but because of the requirement for direct access by automobile, should otherwise be required to conform to the following criteria:

1. Site Plan Review

- a. New facilities should be permitted only when clustered into planned centers.
- b. Each center should be designed as a miniature town center with interiors and/or peripheral pedestrian open spaces.
- c. Developments should be required to conform to the natural contours to the greatest possible extent, incorporating multiple levels for

buildings and parking areas, where necessary.

- d. Existing commercial developments, either individual or clustered, which do not meet building design, landscaping or sign graphics requirements, should be required to do so either through
 - a) a schedule of amortization or b) via approval for major alterations or expansion.
- e. The design of new commercial areas should emphasize a more pedestrian scale. The impact of vehicular circulation and parking facilities should be minimized by avoiding conflicts with pedestrian traffic and extensive landscaping to offset large expanses of asphalt.
- f. New commercial construction shall be compatible with the residential areas of the community.
- g. Efforts should be made to create focal points for orientation and enrichment, such as fountains, graphics, kiosks, and sculpture.

2. Building Design

- a. New developments should reflect a higher quality of construction and materials and should not use existing conditions as guidelines.
- b. All sides of buildings should be designed for viewing: extensive wall areas should be visually broken up, and textured materials or other suitable finishes should be used.

3. Landscaping and Open Space

- a. Open space should be developed separately from auto traffic or parking areas.
- b. Peripheral areas should be screened by landscaped berms or heavily landscaped setbacks rather than walls.

4. Parking

Parking areas should be landscaped with trees and shrubbery of appropriate height and breadth. The amount of land to be planted will be based on a sliding scale according to size and developed by the Planning Department.

5. Signs and Graphics

The interim sign and graphics criteria established for the Seacoast District shall also apply in other commercial areas.

Permanent Open Space Areas

The community design criteria for permanent open spaces is designed to achieve 1) maintenance of a natural appearance and 2) compatible relationship with adjacent developments. Criteria include:

1. Site Plan Review

- a. Bicycle, pedestrian and equestrian paths in developed areas should connect with one another through permanent open spaces but should be improved only with natural appearing materials and techniques (e.g., packed dirt, wood shavings, pebbles, etc.) and not with hard paving materials (e.g., cement, asphalt, etc.)
- b. No developments, whether commercial or residential, should be permitted to "back" or "side" onto a permanent open space of any kind, in the sense that less stringent design quality is permitted on the sides of buildings or open spaces facing the permanent open spaces. The same level of design should be required as for street frontages. It should be assumed that permanent open spaces, including areas along the slough, will be areas of recreational or leisure usage.
- c. Development incentives should encourage designs that are integrated with permanent open spaces, but they should not allow dull repetitiveness or excessive densities in apartment developments, or other objectionable results.

Major Circulation Routes

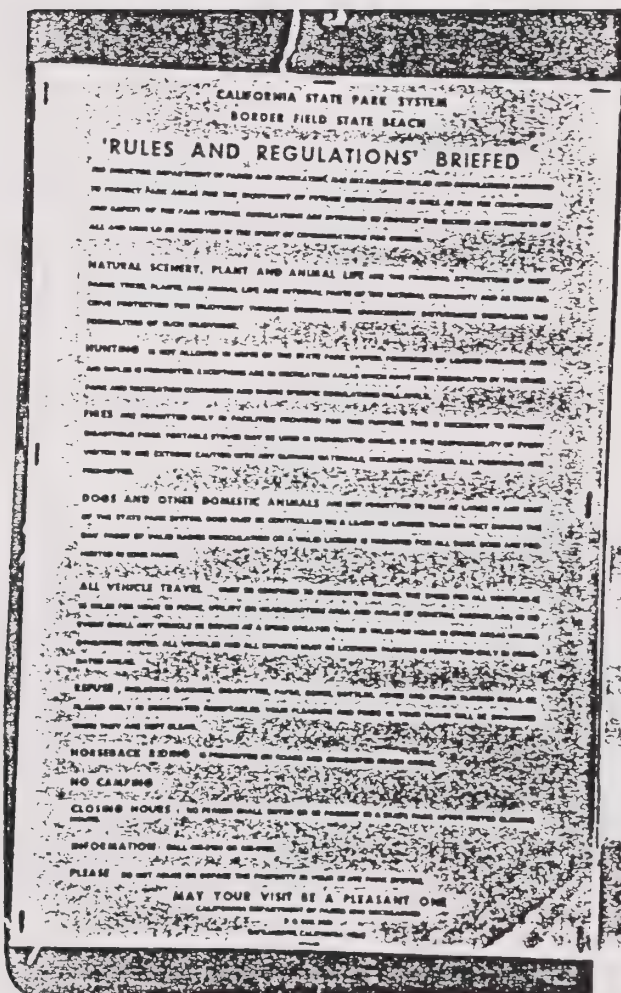
The general intent of design criteria for freeways, streets and paths is to create a circulation network that is compatible with the desired Seacoast Village-like community character.

1. Site Plan Review

- a. Land along arterial streets should be alternated between developed areas and open space, in order to avoid extended strip development. Where development is to occur adjacent to or nearby heavily traveled vehicular routes, developments should be required to incorporate:
 - 1) Sound attenuating barriers, such as landscaped berms, and/or
 - 2) Sound attenuating structural elements complying with engineering and architectural criteria to be established by the City and to be applicable within specified distances from heavily traveled routes.
- b. In no case, should unsightly or inefficient strip development be permitted to occur on the assumption that apartments or commercial uses can serve as makeshift buffers.
- c. Bicycle and pedestrian routes should be separated from arterial rights-of-way by adequate physical barriers or visual separation (e.g., change in material, texture and color) and should form complete and interconnected networks connecting major destination points and thus encouraging their safe and frequent use. These same routes should be integrated and coordinated with county routes and facilities.
- d. Design review of all new or existing developments should be viewed with a goal of limiting, where possible, access onto major arterials to eliminate traffic conflicts.
- e. Residential homes should not be permitted to front on major or secondary arterial highways. Commercial shall provide setbacks and appropriate buffering devices.
- f. All scenic corridors and routes, whether state, county or local should incorporate the following design criteria:
 - 1) On-street parking should be prohibited.
 - 2) Above ground utilities in or adjacent to public rights-of-way should be prohibited.
 - 3) Parkways and medians should be incorporated in street design, with trees to be planted approximately every twenty-five feet, depending on the tree types, and the linear pattern of tree types and planting to be integrated with adjacent patterns of development or permanent open space and shall be in keeping with the City's Street Trees Plan.
 - 4) Setbacks, landscaped berms and tree clusters should be used to buffer residential developments or institutions from all streets, especially scenic highways and local scenic drives; lengthy walls

should be prohibited, and where walls are approved, permanently maintained landscape screens should be required.

- 5) Where possible, sidewalks should be constructed of patterned and colored materials (e.g., brick) or of soft materials, with the latter to apply where scenic highways and drives pass through or abut permanent open spaces.



IMPLEMENTATION MEASURES

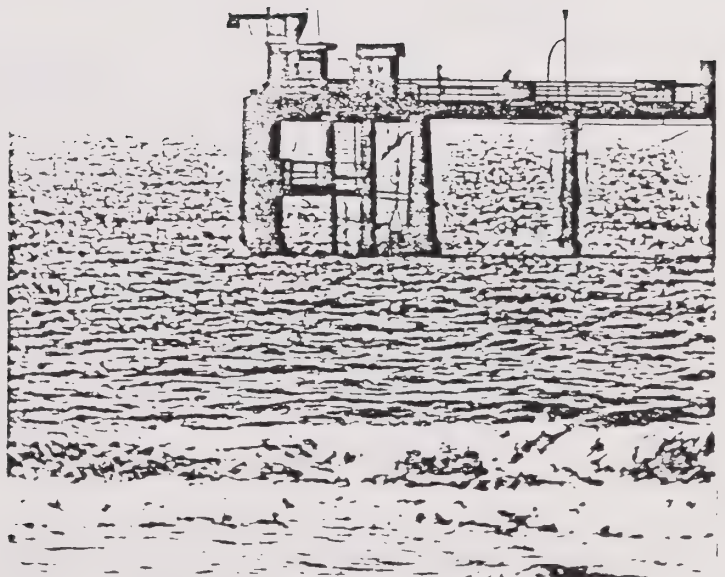
VII. IMPLEMENTATION MEASURES

Detailed implementation measures should include:

1. The preparation of a precise plan of design for the Seacoast District.
2. The creation of special zoning districts for Seacoast District include a) specific pedestrian-circulation routes, b) consolidated and double use parking schemes, c) architectural and graphic criteria and restrictions, d) open space location and designs and 3) incentive formulae and other devices for implementation.*
3. The adoption of an architectural design review ordinance (see Appendix A) which would expand the existing review process to include all developments, including residential development, on the assumption that each development is critical to the overall future character of the community.
4. The development of a master streetscape and landscaping plan.
5. The requirement for more restrictive conditions to protect open space and the visual and spatial aspects of commercial and residential developments as they relate to permanent open space areas.

Further, it is recommended that the proposed ordinance (from item 3 above) require as a matter of policy an annual report from the Architectural Review Commission concerning all major decisions made during the year, with a rationale as to those decisions. The report would be intended to facilitate policy formulation and provide developers and designers a measure of predictability. Consistent rules of design review would thus be established over time through what lawyers term the case method. Each decision would be compared with its predecessors and successors and points of similarity and difference would be analyzed, to produce a consistent and up-to-date set of guidelines for design review.

* What is contemplated here is an approach similar to that explored in New York City for the Greenwich Street District Plan and the Lincoln Square District Pl



APPENDICES

APPENDIX A

DESIGN REVIEW ORDINANCE

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF
IMPERIAL BEACH ADDING SECTIONS _____ THROUGH
_____ AND SECTIONS _____ THROUGH _____
TO THE CODIFIED ORDINANCES OF THE CITY OF IMPERIAL
BEACH, AND AMENDING ORDINANCE NO. _____ TO PROVIDE FOR
THE CREATION OF A DESIGN REVIEW BOARD AND TO DEFINE THE
POWERS AND DUTIES OF SAID BOARD.
THE CITY COUNCIL OF THE CITY OF IMPERIAL BEACH DOES
ORDAIN AS FOLLOWS:

SECTION 1. Sections _____ through _____,
inclusive, are added to the Codified Ordinances of the City
of Imperial Beach, to read as follows:

Section _____ Design Review Board Established.

The Design Review Board of the City of Imperial
Beach is hereby established with membership, powers and duties as
provided herein.

Section _____ Membership and Appointment.

The Mayor shall appoint, with the approval of a
majority of the members of the City Council, a Design REview
Board consisting of five (5) persons who are residents of the
City. One of the five shall be an architect, one a civil
engineer, and one a landscape architect. The other two shall
be selected from professions related to land development or
shall have demonstrated a practical expertise in dealing with
land development and/or design review.

Section _____ Termination of Membership.

Any of the members of the Design Review Board may be
discharged from his position and duties at any time, and with-
out cause, by the affirmative vote of three members of the City
Council.

Section _____ Terms of Office and Reappointment.

The terms of office of the members first appointed
to said board shall be selected by lot as follows:

- Two (2) for terms of two (2) years each; and
- Three (3) for terms of one (1) year each.

All succeeding terms of office shall be for terms of two (2) years. No members of the Design Review Board shall be appointed for more than two (2) successive full terms. A past member who has served two (2) full terms shall not be eligible for reappointment for a period of one year from and after the termination of his last term.

The City Council shall fill all vacancies occurring on the Design Review Board by appointment for the remainder of the unexpired term.

Section _____ Absence of Members.

If a member of the Design Review Board is absent from three (3) successive regular meetings of said Board without apparent cause, the secretary of the board shall immediately notify the City Council of this fact. The City Council shall consider the report of the Secretary and shall declare the office of said member vacant if it determines that the absences were without cause. An absence due to illness or unavoidable absence from the City shall be deemed absence for cause if written notice thereof is provided to the Secretary of the Design Review Board on or before the day of any regular meeting of said board.

Section _____ Meetings.

The Design Review Board shall meet regularly at least _____ each month, at a time and place fixed by resolution of said board and shall hold such other meetings as shall from time to time be called in the manner and form required by law.

Section _____ Compensation.

The members of the said commission shall receive as compensation the sum of _____ per calendar month. Reasonable travel and other expenses may be allowed from time to time while traveling or engaged in business authorized by said commission.

Section _____ Officers.

At the first meeting in each calendar year, the members of the Design Review Board shall elect a chairman, vice chairman and such other officers as are deemed necessary by them. The chairman and vice chairman may serve successive terms, not to exceed a total of two years. The secretary of the board shall be the _____ or such other person as may be designated by the City Council.

Section _____ Powers and Duties.

Except as otherwise provided by law, the Design Review Board shall have the following powers and duties:

- A. To hear and determine all applications for approval of preliminary design plans for all structures prior to issuance of building permits. .
- B. To hear and determine all applications for approval of wall construction on all residential subdivisions and non-residential developments.
- C. To review and recommend changes or additions to building codes and pertinent changes to zoning codes.
- D. To do such other things as shall be necessary to carry out the powers and duties set forth hereinabove.

SECTION 2. Sections _____ through _____, inclusive, are added to the Codified Ordinances of the City of Imperial Beach, to read as follows:

Section _____ Design Review -- Policy and Purposes.

The City Council finds that new development can have a substantial impact upon the character of the area in which it is located. Some harmful effects of one land use upon another can be prevented through zoning, subdivision controls, and housing and building codes. Other aspects of development are more subtle and less amendable to exacting rules and thumb promulgated without regard to specific development proposals. Among these are the general form of the land before the after development, the spatial relationships of the structures and open spaces to proximate land uses, and the appearance of structures as they contribute to an area when it has been fully developed. Such matters require the exercise of judgment in the public interest by people qualified to evaluate the design of new development. The purposes of design review are therefore declared to be as follows:

- A. To promote and maintain order and harmony in our environment;
- B. To foster the attractiveness of the Community as a place to live and work;
- C. To preserve the character and policy of our heritage by maintaining the integrity of those areas which have a discernible character and/or which are of special public significance;
- D. To protect certain public investments in the Community; and
- E. To maximize the functional utility of a mix of structures within permissible new zones.

Section _____ Design Review -- When Required.

No building permit shall be issued for the construction of any new structure or a major exterior alteration or enlargement of any existing structure unless and until a precise plan of design therefor shall have been approved by the Design Review Board; provided, however, that this section shall not apply to occupied residential dwellings.

Section _____ Procedures and Fees.

Individual Structures	--	_____
Model Home Complexes and series of elevations for residential subdivisions	--	_____
Shopping Centers, multiple office or Industrial Buildings on sites up to 10 acres	--	_____
All Others	--	_____

Upon receipt of a completed application and fee, the Secretary of the Design Review Board shall schedule the matter for consideration by the Board on a date not to exceed 15 days from the date of filing or the next regular meeting (whichever is greater). Notice of the meeting need be given only by mail and only to the owner or owners of the property involved and to any Homeowners' or Community Associations involved. The Design Review Board shall render a decision on any application within thirty days from initial consideration, unless the applicant consents to further delay.

Section _____ Action by Board.

The Design Review Board shall approve the precise plan of design if the board finds that the location, size, architectural features and general appearance of the proposed development will not impair the orderly and harmonious development of the area, the present or future development thereof, the occupancy thereof or the development of the community as a whole. The Board shall also assure compliance with applicable policies of the General Plan. Modifications and conditions may be imposed only to the extent reasonable and

necessary to ensure that the criteria set forth herein will be met. In making its determination, the Design Review Board shall consider the following items; provided, however, that this list is not intended to preclude consideration of other similar and related items:

- A. Height, bulk and area of buildings;
- B. Setbacks and relationship to site plan;
- C. Basic exterior materials and colors;
- D. Type and pitch of roofs;
- E. General size and spacing of windows, doors, and other openings;
- F. Towers, chimneys, roof structures, flag poles, radio and television antennae;
- G. Location, height and standards of exterior illumination;
- H. Location and appearance of equipment located outside of an enclosed structure;
- I. Location and method of refuse storage;
- J. Physical relationship of proposed structures to existing structures in the neighborhood and to public thoroughfares;
- K. Appearance and design relationship of proposed structures to existing structures and possible future structures in the neighborhood;
- L. Proposed signing.

Section _____ Approval Subject to a Condition

A preliminary plan of design may be approved and adopted subject to the obtaining of a variance or conditional use permit.

Section _____ Amendments of Preliminary Plans of Design

Any preliminary plan of design, after the same has been finally approved, may be amended in the same manner as a precise plan of design is first approved hereunder.

Section _____ Appeals

The decision of the Design Review Board shall be final and effective _____ after its determination has been made, unless within said time a written appeal from said determination is filed by the applicant, a member of the City Planning Commission, or by

a member of the City Council or by any other interested person, with the Secretary of the Board. A filing fee in the amount of _____ shall accompany any such appeal, except in the case of an appeal filed by a member of the City Planning Commission or City Council in which case no filing fee shall be required. Upon receipt of an appeal, the Secretary of the Board shall transmit the same to the City Council which shall hear and consider the appeal in the same manner and subject to the same procedures governing consideration of the application by the Design Review Board.

Section _____ Compliance Required.

No person shall violate, or fail to comply with, any adopted precise plan of design or any conditions or provisions thereof; nor shall a building permit be issued for any structure which would violate or fail to comply with any adopted precise plan of design for the parcel or parcels upon which such structure is to be located.

MAYOR OF THE CITY OF IMPERIAL BEACH

ATTEST:

CITY CLERK OF THE CITY OF IMPERIAL BEACH

STATE OF CALIFORNIA)
COUNTY OF SAN DIEGO) ss
CITY OF IMPERIAL BEACH)

I, _____, City Clerk of the City of Imperial Beach, DO HEREBY CERTIFY that the foregoing Ordinance was duly and regularly passed and adopted by the City Council of the City of Imperial Beach at a regular meeting held on the _____ day of _____, 1979, by the following vote:

AYES:
NOES:
ABSENT:

CITY CLERK OF THE CITY OF IMPERIAL BEACH

CIRCULATION ELEMENT
CITY OF IMPERIAL BEACH

JUNE 1981

CIRCULATION ELEMENT

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SECTION I: INTRODUCTION

The purpose of the Circulation Element is to analyze current and future trends in Imperial Beach's circulation or transportation system, to establish related policies, to propose a scenic corridor system and to recommend specific implementation action. The purpose of this Section is to set the overall background for circulation and scenic corridor planning in Imperial Beach.

Section II of this Element outlines the major needs and trends related to the existing highway, public transit and bicycle facilities of Imperial Beach. Based on these needs and trends, a set of goals and policies is set forth in Section III. The goals and policies essentially encompass the city goals and policies adopted in the Imperial Beach Policy Plan. Section IV describes in detail the content of the Circulation Plan. The final section, Section V, outlines measures that should be pursued in order to implement the Circulation Plan. Finally, the appendix details various means of financing the recommended implementation tools.

A. Role of the Circulation System

The circulation system plays a prime role in any city's development and continued prosperity, since the system is the means by which goods, services, people - and ideas - flow within, between and through the city's multitude of land uses. In its broadest sense, therefore, the circulation system is the prime means of bringing people, groups and enterprises together.

The circulation system represents one of the most important physical subsystems of the city. Its various components influence the nature of urban development and the quality of activities within the city.

Social. The circulation system is a primary contributor to the pattern of human settlement. It has a major impact on the locational choices of individuals and institutions; it helps shape the entire form of an urban area and sets much of the tone for human life styles.

Various urban problems related to human mobility are influenced by the circulation system. Inadequate transportation, as an example, can serve to separate individuals from jobs, educational opportunities, social contacts and other aspects of the urban culture.

Economic. The circulation system is crucial to the viability of a city's economy because it is over the circulation routes that materials, ideas, products, employees and customers travel.

Physical. The circulation system is one of the primary generators of physical settlement patterns and its location. The design of its constituent parts have major impacts on air quality, plant and wildlife habitats, community appearance and other environmental factors.

Aesthetic. Since people move through the community along its circulation system, their impression of the scenic and aesthetic qualities of the community are shaped by the aesthetic qualities of the system. The scenic and aesthetic qualities of the circulation system therefore become very important to the City and the average traveler.

B. Nature and Scope of the Circulation and Scenic Highways Element

State law¹ requires a circulation element of all city and county general plans, as follows:

A circulation element consisting of the general location and extent of existing and proposed thoroughfares, transportation routes, terminals and facilities, all correlated with the land use element of the plan.

The Circulation Element describes the nature and extent of existing and proposed circulation systems in the City. It identifies various circulation

¹State of California Government Code Section 65302(b).

needs and issues related to existing systems and recommends local policies and programs for developing and maintaining a balanced circulation network.

State law also requires all city general plans to include a scenic highway element as follows:

A scenic highway element for the development, establishment and protection of scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code.²

The scenic highway element is intended to provide for the local planning of scenic corridors along the State Scenic Highway System and is the initial step leading toward the official designation of a scenic highway. The portions of this Circulation Element which relate directly to the required scenic highway element have been coordinated with the Master Plan of State Scenic Highways and the adopted Scenic Highways Element of the County of San Diego in order to accomplish this general purpose.

The Element is essentially based on a multi-modal transportation system which looks to a lessening of dependency on the automobile in the future.. The system is composed of four "backbone" networks, including:

1. An arterial highways network.
2. An advanced public transit network.

²State of California Government Code Section 65302(h).

3. A bikeway and bicycle trails network.

4. A pedestrian circulation and hiking trails network.

The last three networks have been designed with the intent of providing an alternative to the use of the automobile for many types of trips. This intent coupled with various land use and implementation policies regarding the location and design of commercial and public services facilities, is oriented primarily toward providing a more balanced transportation system. The comprehensive networks for public transit, pedestrian circulation and hiking trails also serves the various local objectives of reducing adverse impacts on local air quality and reducing local noise pollution.

Detailed analyses and discussions in the following sections concentrate primarily on the arterial highway and public transit networks. The various studies and findings concerning bicycle trails and hiking trails have also been as included as part of the total circulation plan for Imperial Beach. The proposed plans for these later two networks are discussed in Sections II through IV.

In addition, this Element serves to implement many of the findings and recommendations contained in the Land Use Element. The circulation facilities (i.e., the type, size and location of each circulation network) have been developed in accordance with the policies of the Land Use and other elements. The type and intensity of uses have, for the most part, served to determine the nature of various proposed circulation facilities. Similarly, the type and intensity of proposed land uses have been weighed in light of the particular network serving each area and have, in certain instances, been limited by the operational capacity of the system. Needless to say, there is a close interrelationship between the Land Use and Circulation Elements.

C. Summary of Major Recommendations

The proposed circulation system is composed of four transportation networks, including: an arterial highway network, an advanced public transit network, a bicycle trails network and a hiking trails network.

1. The arterial highway network includes major thoroughfares serving both intercity and local traffic by way of private automobile, public buses and other vehicular modes of transportation. Various projected traffic volumes, based upon existing and proposed land uses, have served to define the type and size of each highway segment indicated by the Circulation Plan (Section IV). The various highway segments are designated as either two, four or six lanes, depending on the level of traffic demand.

The two-lane segments are intended to serve local based traffic much as a collector street system. Most of these streets will carry anywhere from 1,000 to 5,000 cars per day, based on the various proposed land uses in surrounding areas.

The four - and six-lane segments are intended to serve both local and through traffic movements. These streets will carry from 5,000 to 35,000+ vehicles a day. Of particular importance is the provision of an adequate north-south arterial system; specifically, Third and Ninth Streets.

2. The plan for public transit facilities hinges directly upon the plans by the Metropolitan Transit Development Board for a fixed rail rapid system plans for the San Diego Transit Corporation bus service operations, as well as the funds necessary to implement and maintain such systems. The Circulation Plan indicates that the proposed Light Rail Transit line paralleling Interstate 5 will be the future regional transit link, while local bus service will continue to provide local public transit services.

3. A specialized transit system is also proposed to assist in relieving many of the parking and traffic pressures currently extant in the beach area by offering a means of transporting beach goers to their destinations from auxiliary parking lots located inland. Tourist traffic generated by private automobiles and large touring buses could be directed to the inland parking lots where passengers would be transported on local buses to particular points of interest in the beach area.
4. The bicycle and pedestrian trails networks are discussed in detail in Section II and Section IV.

SECTION II: CIRCULATION NEEDS AND ISSUES

Three prime circulation related issue areas have been identified in Imperial Beach: the road network, public transportation, and parking.

A. Existing Road Network

Travel by automobile accounts for the vast majority of passenger trips within Imperial Beach as well as through the City and between the City and other locales. Imperial Beach's road network is the prime carrier of these trips. The City's road, or street, system can be classified into five major types of streets:

1. Major Arterials are major roadways which serve to funnel traffic between the community and other places. Palm Avenue (State Route 75) and to a lesser degree Imperial Beach Boulevard are the only roads in Imperial Beach which serve this purpose.
2. Secondary Arterials are heavily traveled roadways which serve to funnel and conduct traffic between neighborhoods. These roads also serve a secondary purpose of conducting traffic out of the community. Rarely are there roads as heavily traveled as the major arterials.
3. Collector Streets serve to collect traffic from within a small neighborhood area and conduct it to the arterial street network.
4. Local Streets are the generally lightly traveled roads which service a small neighborhood directly. Local and collector streets will not be treated in great detail in this Element because they are beyond its present scope.
5. Limited Access Roadways -- or freeways -- generally serve the inter-city commute needs of an area. In general, these types of roads are of a regional significance. Even though Imperial Beach has no freeways within its corporate limits, Interstate 5 lies two miles to the east and provides direct freeway access to the City.

(1) Palm Avenue (State Highway 75)

The only major arterial road in Imperial Beach is Palm Avenue. In Imperial Beach, Palm Avenue serves four major functions including (1) the major route for through traffic; (2) the prime commercial artery in the City; (3) access between neighborhoods; and (4) the major gateway to the City. At present, Palm Avenue carries from 24,600 vehicles per day at the northern end of the City, to 49,400 vehicles at the western City limit.

Table II-1

Palm Avenue
Present and Projected Traffic Volumes

<u>Highway Segment</u>	<u>1979 Average Daily Trips</u>	<u>1995 Average Daily Trips</u>
Coronado City Limit to 9th Street	24,600	35,015
9th Street to 13th Street	42,000	55,130
13th Street to 19th Street	49,400	61,090

SOURCE: Comprehensive Planning Organization of the San Diego Region (CPO), 1979 Average Daily Traffic Volumes

As indicated in Table II-1, Palm Avenue is expected to carry up to 64,200 vehicles per day by 1995 based upon existing population and development trends. While these projections represent an increase of between 42% and 24% over current average daily traffic volumes, it is not expected that the existing capacity of Palm Avenue will be exceeded before 1995. Increases in vehicular traffic volumes over the next fifteen years are likely to be less than in the last fifteen years due to increasing gasoline prices, reduced speed limits, fuel shortages, the introduction of a rail system, and increased usage of public transportation.

(2) Interstate 5

Located about one mile east of the City, Interstate 5, a limited access freeway, provides the major motor vehicle route to the rest of the San Diego region as well as California. Imperial Beach is served by two interchanges located at Palm Avenue (State Route 75) and Imperial Beach Boulevard. Table II-2 indicates present and projected traffic volumes at those Interstate 5 segments which directly serve Imperial Beach's residents and businessmen.

Table II-2

<u>Freeway Segment</u>	<u>1979 Average Daily Volume</u>	<u>1995 Average Daily Volume</u>
Main Street to Palm Avenue	75,700	
Palm Avenue to Imperial Beach Blvd.	49,800	
Imperial Beach Blvd to Otay Mesa Frwy	41,000	

SOURCE: CPO, 1979 Average Daily Traffic Volumes

It is not expected that Interstate 5 near Imperial Beach will experience capacity traffic and the resulting congestion before 1995. Segments of the freeway which run through downtown San Diego, however, currently experience congestion during the morning and evening peak traffic hours, and will likely continue to do so over the foreseeable future. While this congestion can cause some inconvenience during the peak commute hours for Imperial Beach residents, solutions to such problems are outside the scope of this element.

(3) Secondary Arterials

While Palm Avenue and Interstate 5 serve as the primary access routes to communities outside Imperial Beach, several other streets serve the internal arterial circulation needs of Imperial Beach. These secondary arterials are Imperial Beach Boulevard, First Street between Imperial Beach Boulevard and Palm Avenue, and Thirteenth Street between Ream Field and Palm Avenue. In addition, Third Street between Imperial Beach Boulevard and Palm Avenue and Ninth Street between Holly and Palm Avenue are proposed to be upgraded to secondary arterial status in order to facilitate north and south traffic. Map II-1 and Table II-3 outline present and projected average daily traffic volumes on those major and secondary arterial roads for which traffic volume data exists.

Table II-3
Traffic Volumes For
Existing Secondary Arterials

<u>Arterial</u>	<u>1979 Average Daily Volume</u>	<u>1995 Average Daily Volume</u>
Imperial Beach Blvd.		
East of 13th Street	16,400	21,600
13th to 19th Street	13,500	17,800
9th to 1st Street	8,000	10,600
- Thirteenth Street		
South of Imperial Beach Blvd.	10,000	13,200
Imperial Beach Blvd. to Palm Avenue	12,000	15,800
Palm Avenue		
West of Highway 75	12,500	16,500
First Street		
Palm Avenue to Elm Avenue	11,000	14,500
Elm Ave. to Imperial Beach	9,000	11,900

SOURCE: CPO, Average Daily Traffic Volumes, 1979; Haworth, Carroll & Anderson, Inc.

Presently, in order to traverse the City in a north-south direction, it is necessary to use streets which were not specifically designed as minor arterial roads. This problem was identified in the 1968 General Plan, and its correction was established as a major goal. To date, however, the problem of the City's inadequate minor arterial roadway system has not been resolved. Also, the problem is not easily resolved because the right-of-way on most of the major north-south streets in Imperial Beach including those which have been identified as existing or potential minor arterials are not of sufficient width for four lanes of traffic and on-street parking. In the short term, streets designated as minor arterials can be redesigned to handle increased traffic volume. Longer term solutions might include the dedication and/or acquisition of up to ten feet additional right-of-way so that the minor arterials can be brought up to standard for such roadways. Resolution of this issue should be considered a program of the utmost priority, since a safe, efficient and free-flowing system of secondary arterial roads contributes greatly to the economic well-being and livability of a community such as Imperial Beach.

Many of the secondary arterial roads in the City are in poor shape and in need of improvements such as resurfacing and the installation or repair of curbs, gutters and sidewalks. Various alternative plans are currently being evaluated for major improvements on Imperial Beach Boulevard from Third to the east City limits that may include: resurfacing, island construction, island landscaping and irrigation, overhead utility undergrounding and ornamental street lighting. Other streets which have been funded for improvements are Third Street between Palm Avenue and Imperial Beach Boulevard, Palm Avenue from Third to the east City limits and Thirteenth Street.

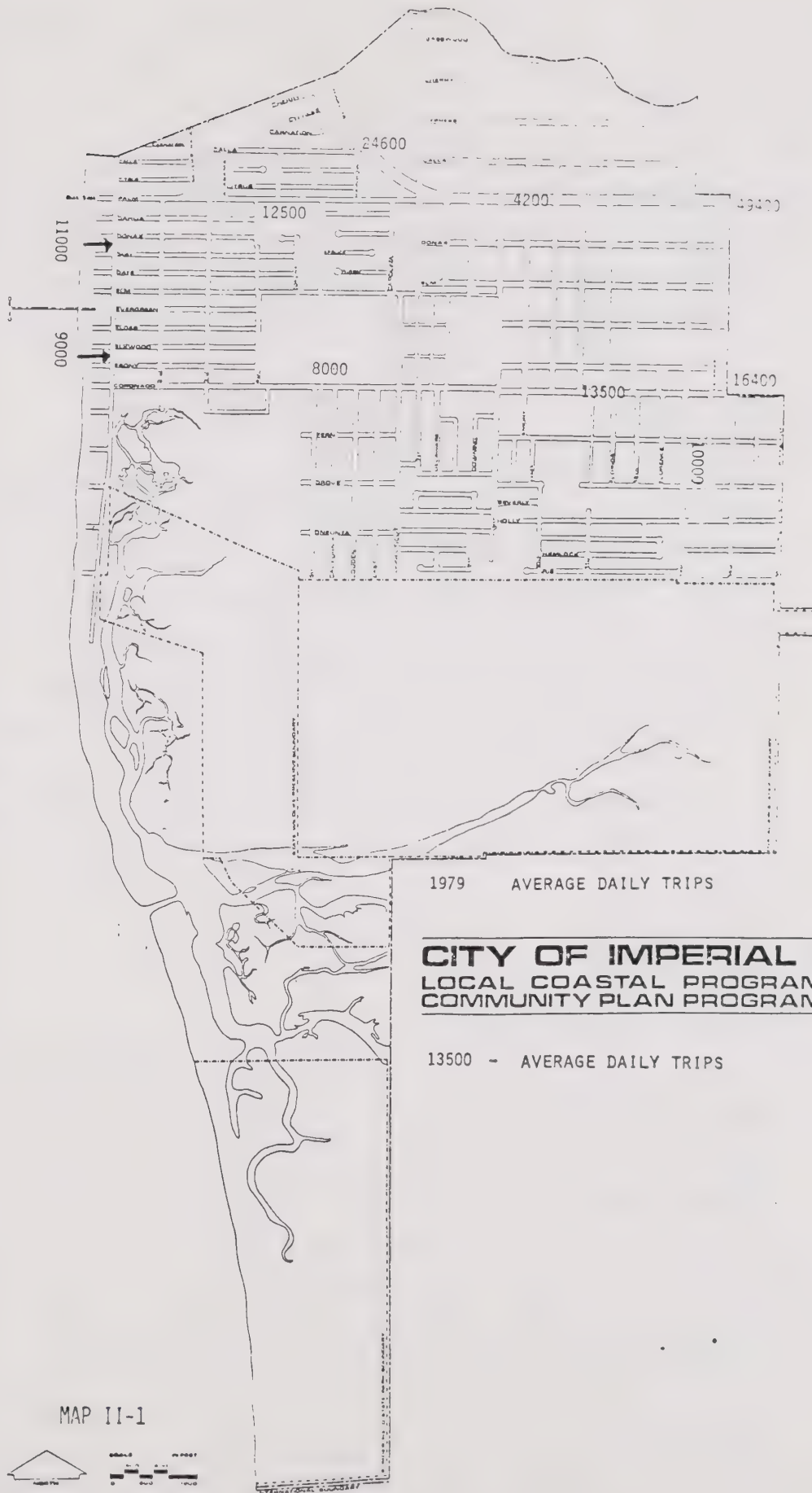
In general, then, the secondary arterial circulation system of Imperial Beach is lacking in the respect that it needs to be better defined as such and re-designed to provide a more efficient flow of traffic from one side of town to the other. Automobiles are the main contributors to local air pollution, and in medium to heavy traffic situations (stop-and-go traffic) they operate at the least efficiency, producing an excess of air pollutants. Because clean air is a primary attribute of Imperial

Beach, the protection of this resource should be a top priority. A well designed network of secondary arterials within Imperial Beach could help mitigate this negative environmental impact of automobile usage, as well as provide safer and more efficient travel.

(4) Local and Collector Streets

The prime purpose served by local and collector streets is to conduit automobiles from arterials to their ultimate destination, usually a residential use. Of the approximately 48 miles of roadway in Imperial Beach, local and collector streets comprise 85 percent, or 41 miles. Many of the local and collector streets in Imperial Beach are in need of periodic maintenance, and in some instances a complete upgrading including curbs, gutters, sidewalks and parkways. The character of most modern neighborhoods is determined by the quality of the street scene more than any other single factor. This is because, to a great extent, an individual's attitude towards a neighborhood is determined by what is seen from the street. Therefore, in order to maintain neighborhoods, and to upgrade their image, it is important to maintain the streets and their immediate frontage in good shape. This should include well landscaped and maintained parkways and front yards as well as paved surfaces.

Due to the "gridiron" (perpendicular to one another) pattern in which Imperial Beach's streets were originally laid out, there are a great many intersections with arterials. This high number of intersections serves to reduce the carrying capacity of the arterial roads and cause congestion at peak traffic hours as cars turn off of and onto the arterials. One of the least expensive means of increasing the carrying capacity of Imperial Beach's arterial street system would be to close off or cul-de-sac some of these streets. This is especially the case given the fact that some of the existing arterial rights-of-way are narrower than currently accepted standards call for. The purchase of additional right-of-way would be much more expensive than closing off some local and collector streets.



B. Public Transit

As is the case with most suburban communities, public transit has yet to play a significant role in Imperial Beach's circulation system. It is expected that even though Imperial Beach will continue to rely on the automobile as the prime mode of transportation, public transit will play an increasingly important role in moving people, goods, and services.

1. Bus Routes

The San Diego Transit Corporation provides bus service to Imperial Beach on two routes running in a loop generally along Palm Avenue and Imperial Beach Boulevard. Route 33 runs the loop in a clock-wise manner, while Route 33A runs in a counter-clockwise manner (see Map II-2). Inter-city service is provided by Route 32 to Chula Vista, National City and Tijuana. Route 100 provides express service to downtown San Diego, and interconnections to other routes which serve metropolitan San Diego (see Maps II-3 and II-4). At present, the bus system in Imperial Beach is designed primarily to handle inter-city demands. No service designed primarily for intra-city service is provided.

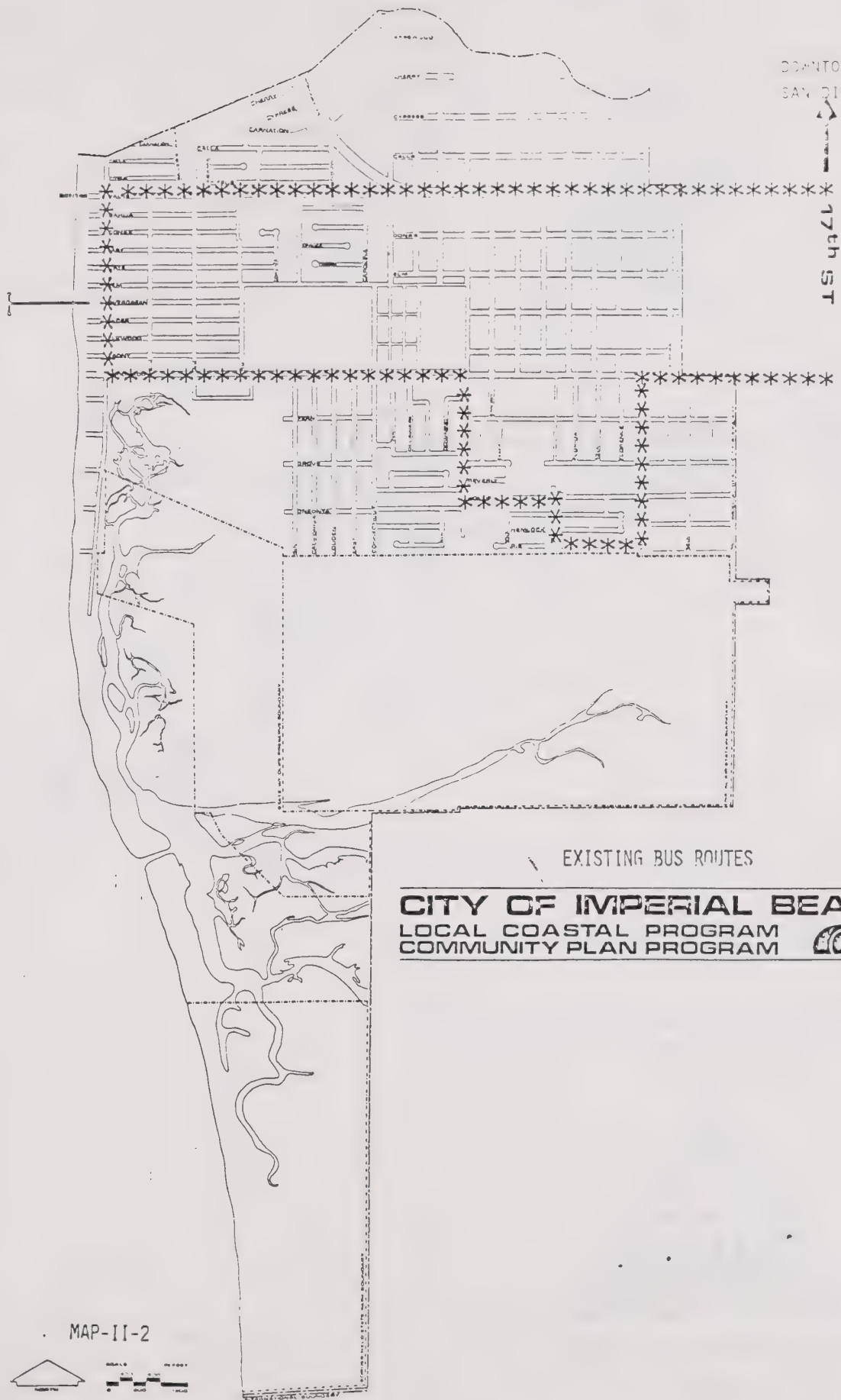
2. Rapid Transit

The Metropolitan Transit Development Board (MTDB) has developed a plan for a Light-Rail-Transit (LRT) line between downtown San Diego and the international border at San Ysidro (Map II-5). The LRT will utilize the existing tracks and right-of-way of the San Diego and Arizona Eastern (SD&AE) Railway. The project development period is estimated to be thirty months, with service to begin in mid-1981. By 1995, patronage is estimated to rise to 28-30,000 daily trips. It is planned that the LRT cars will consist of electrically-propelled articulated light-rail vehicles in trains of up to two cars.

The MTDB Light Rail Transit Line will parallel Interstate 5 to the East. The station in closest proximity to the City of Imperial Beach will be at Palm Avenue, east of Interstate 5. The station is expected

POINT LOMA
SAN DIEGO

17th ST

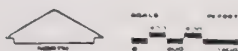


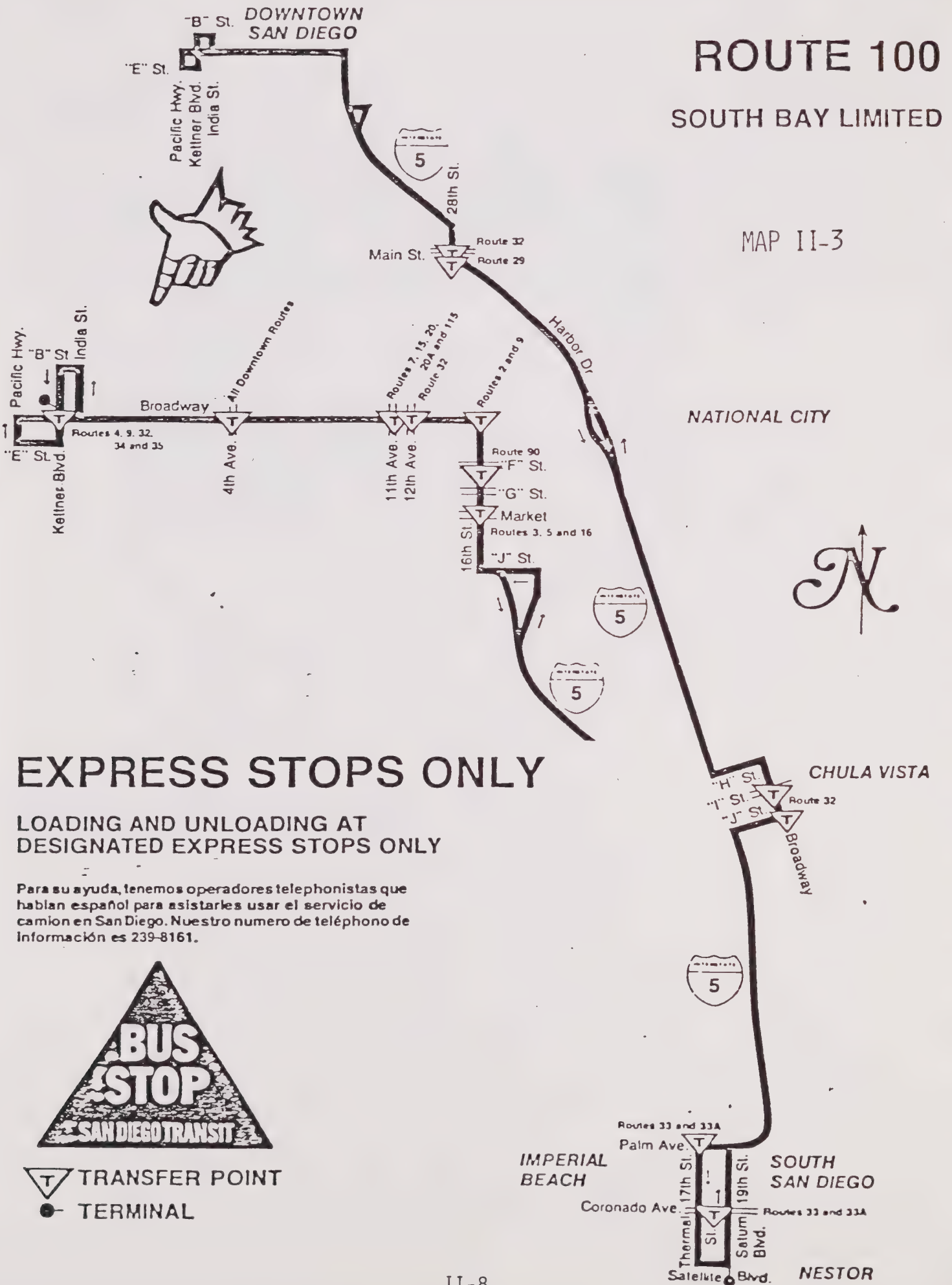
EXISTING BUS ROUTES

CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



MAP-II-2





ROUTE 33 & 33A

IMPERIAL BEACH TO OTAY MESA

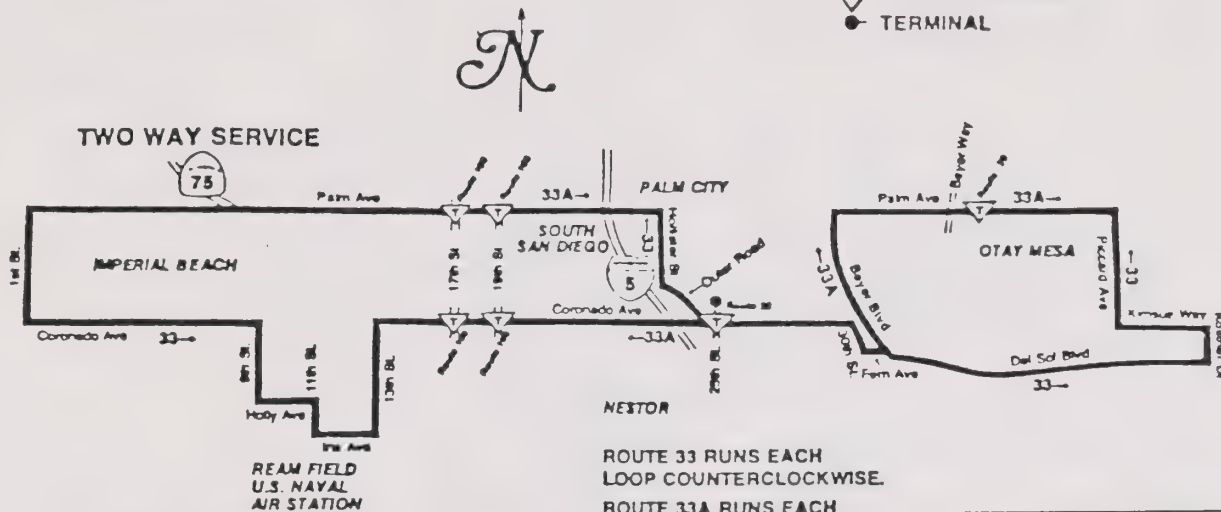
Route 33—operates via Palm Ave
Route 33A—operates via Coronado Ave

Para su ayuda, tenemos operadores telefonistas que hablan español para ayudarles usar el servicio de camion en San Diego. Nuestros números de teléfono de información es 239-8161.



San Diego Transit
100 Sunburst Street
Phone 239-8161

TRANSFER POINT
TERMINAL

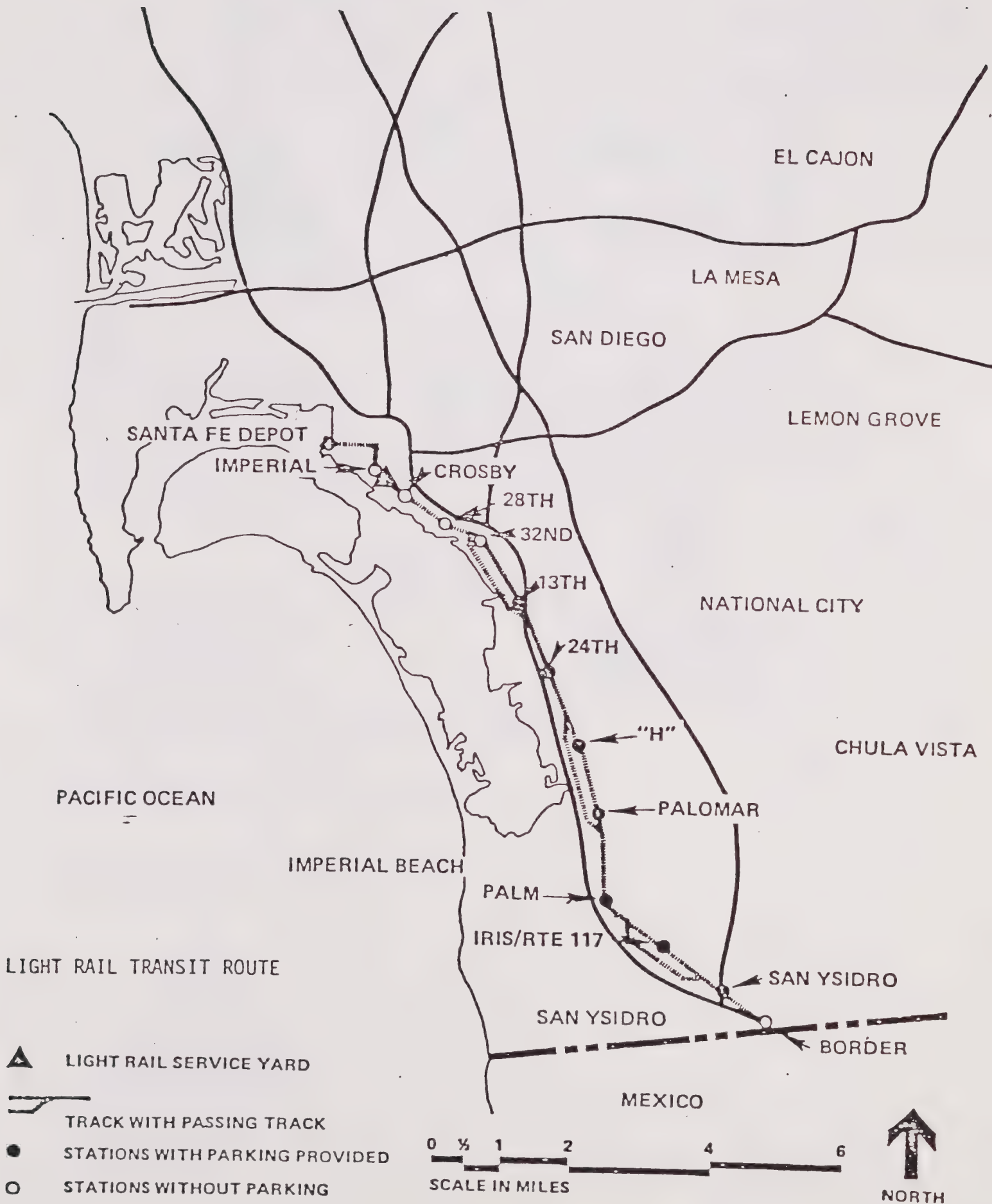


COURTESY SEATING

ALL STANDARD SIZE BUSES OPERATED BY SAN DIEGO TRANSIT HAVE COURTESY SEATING. THESE SEATS ARE PROVIDED FOR THE CONVENIENCE OF PERSONS WITH SPECIAL NEEDS. PLEASE MAKE THESE SEATS AVAILABLE FOR THE ELDERLY AND HANDICAPPED.

ROUTE 33 RUNS EACH LOOP COUNTERCLOCKWISE.
ROUTE 33A RUNS EACH LOOP CLOCKWISE.

EXACT FARE PLEASE
NO BILLS
DRIVER CARRIES NO CHANGE
TARIFA EXACTA POR FAVOR
EL CHOFER NO TRAE CAMBIO
NI FICHAS



to include passenger parking. A total of 2,150 parking spaces will be distributed among seven of the planned stops along the railway portion of the line. As the LRT Line begins operation MTDB and San Diego Transit Corporation plan to undertake further studies to determine the need and location of supplemental bus routes.

C. Parking

During the formulation of the Imperial Beach Policy Plan a number of highway or transportation related issues were identified. One of the major issues of prime importance pertained to the provision of adequate and convenient parking in the seacoast area. Problems have arisen from the lack of parking facilities and the failure of plans to successfully expand existing parking facilities. Further, increasing vehicle storage demands are being placed on existing facilities due to weekend and holiday beach traffic. The location and number of parking spaces continues to fall short of meeting such demands.

The most feasible solution to parking problems in the seacoast area seems to center around the creation of a parking district. The district, with reserve bonding and taxing ability, would procure, develop and maintain parking lots for beach and visitor-serving and recreational uses. Appendix B represents a report on the current methods and statutory provisions for the creation and operation of a public parking district in Imperial Beach. This report, prepared as part of Public Works component of the Local Coastal Plan, recommends that a professional parking consultant and legal bonding counsel be retained to further study the need, feasibility, costs and benefits of any such districts within the community.

The Local Coastal Plan also recommended that further study efforts proceed in cooperation with the Chamber of Commerce and any affected businessmen. It is suggested that the Chamber of Commerce form a special study committee composed of businessmen from the area, and that this group meet with members

of City Staff to study parking problems. Members of the committee and staff would meet with the financial consultant and proceed to discuss possible means and the feasibility of creating a parking district for the seacoast area.

D. Scenic Highways

Imperial Beach currently has no designated scenic highways although Palm Avenue (Highway 75) is eligible for designation as a State Scenic Highway according to State criteria.¹ In addition, the City can, at its own discretion, designate other roads or corridors within the City limits as scenic roads and subject to the appropriate provisions of the Circulation Element and any implementing ordinances.

The proposed Citizen Policy Plan does not designate any specific streets as scenic highways although specific scenic highway policies are established. The Policy Plan does require that the City analyze possible corridors for designation as scenic routes. Palm Avenue (State Route 75) from the eastern City limit to First Street, First Street from Palm Avenue south to its terminus and Highway 75 from Palm Avenue to the northern City limits, warrant consideration as scenic corridors. These streets provide vistas to the ocean and traverse an area designated in the Community Design Element for special architectural treatment. In addition, the southerly portion of First Street has excellent vistas of the Oneonta Slough, the Tijuana Estuary and the International Border.

E. Bicycle Paths and Routes

The provisions of bicycle trails is an aspect of both circulation and recreation. In 1972 the City Council adopted a bicycle route for the

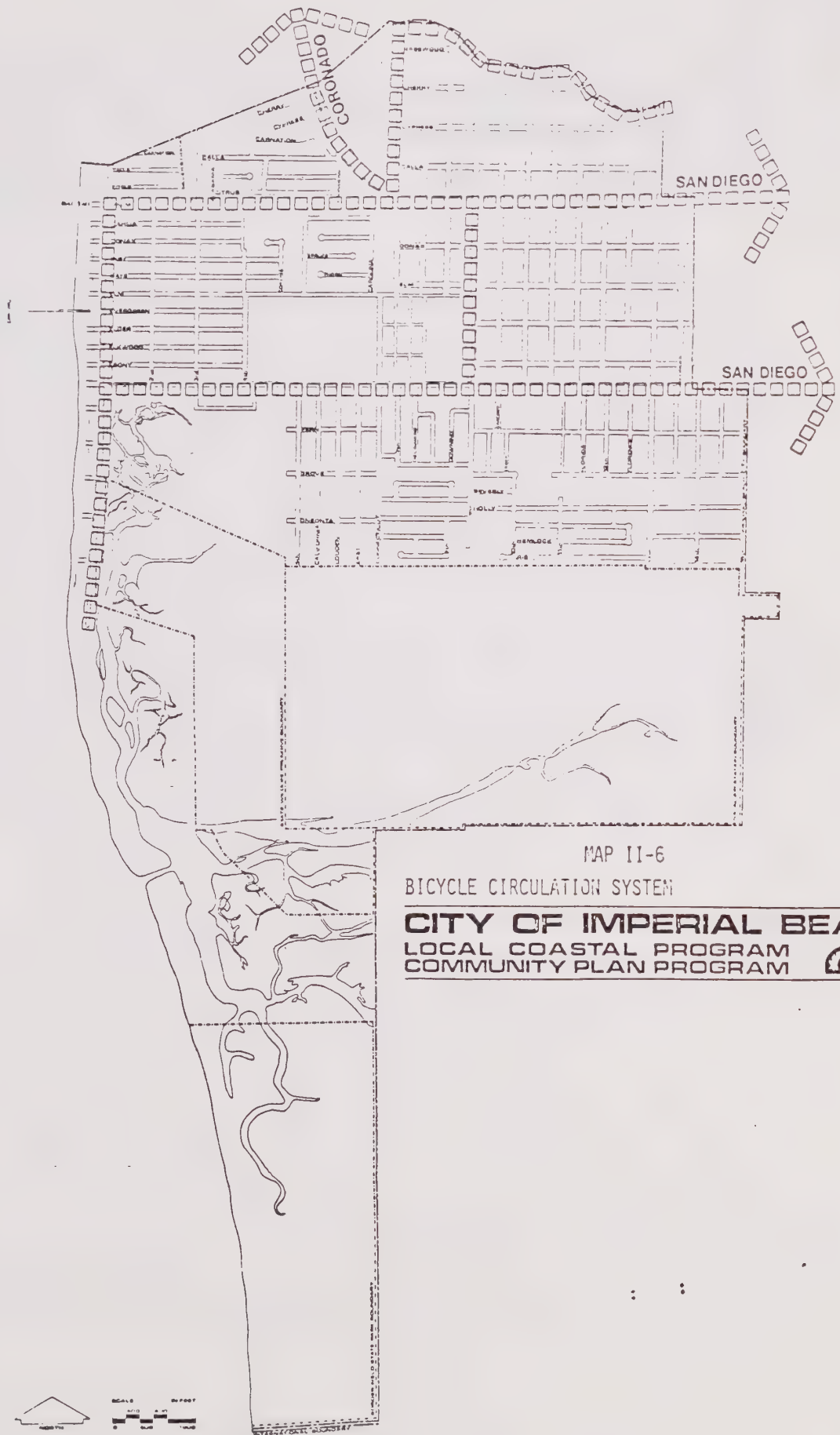
¹The County of San Diego has included one section of this highway within their jurisdiction in their adopted Scenic Highways Element.

City. The bicycle route is shown on Map II-6. Generally, there are specific destinations that lend themselves to optimum bicycle use such as schools, parks and the beach. The destinations should have the highest class and capacity bicycle trails possible due to their great use.

The Bay Route Bikeway, which will run along the northern edge of the City, is still in the process of being planned. The California Department of Transportation (Caltrans) is considering several different routes through Imperial Beach. However, the City has adopted its own route which best suits its needs. This Bay Route is shown on Map II-6.

Caltrans' proposed routes are also designated on Map II-6, including an alternate route running along the existing railroad tracks next to the bay, and an alternate route running along Palm Avenue to Highway 75 and 1st Street. This latter route would require that on-street parking be prohibited to one or both sides. Imperial Beach Police officials have generally recommended against the Palm Avenue route due to possible conflicts with peak hour traffic congestion. It is recommended, however, that such routes continued to be explored if traffic safety features could be developed to minimize potential conflicts.

One major change recommended in the existing adopted bicycle trails system is the possibility of relocating the designated route along First Street to the beach front. Besides locating the trail away from vehicular traffic, development of the trail system on the beach, if properly handled, could serve to enhance the beach area as well as make the beach more accessible to bicyclists. On an interim basis, the City may still wish to utilize First Street as a bike route, requiring the restriction of on-street parking on one side. With parking facilities now in short supply in the beachfront area, the creation of a bike lane along First Street should be coupled with the provision of additional off-street parking in area (see section on parking).



MAP II-6
BICYCLE CIRCULATION SYSTEM
CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



BYERLY/DALE/BLACK/08/07

SECTION III: CIRCULATION GOALS AND POLICIES

The major goals and policies which have guided the development of specific proposals and actions contained in the Imperial Beach General Plan are contained in the Imperial Beach Policy Plan. Those goals and policies which relate specifically to the vehicular and public transportation networks are repeated in this Section. Several of the policies include detailed statements which go beyond the specific scope of the General Plan. Others have direct applicability to the proposals contained in the Circulation Element and related Elements of the General Plan. All have been included so as to provide full understanding and a complete set of guidelines for any future detailed decisions related to the circulation system.

In addition to the locally adopted circulation goals and policies, several regional policies are included in this Section for information purposes. These policies are taken from the Comprehensive Planning Organization's Transportation Element.

A. Local Goals and Implementation Directives

Goals

1. *To provide a safe and efficient transportation and circulation system that minimizes the impact of the automobile and maximizes the use of public transportation, and strives for a more adequate non-vehicular circulation system.*
2. *To ensure that streets and highways are a more visually pleasing element within the community.*

General Policy

The City should provide for a smooth flow of automobile traffic through the City.

Implementation Directives

1. *Parking should be eliminated on all arterial streets where practical, except in the seacoast area.*
2. *Recreation vehicles and trucks should generally be restricted from on-street parking along local streets.*
3. *The City should provide necessary arterial and collector streets to east the heavier traffic. Residential homes should not be permitted to front on these streets.*
4. *Control of driveways and street intersections should be located to facilitate left turn lanes and eliminate congestion.*
5. *The City should provide proper lane striping and left turn pockets.*
6. *Proper traffic engineering studies must be completed prior to the installation of traffic signals, signs and other controls such as speed limits.*
7. *The City should strive to pave and landscape all existing public rights-of-way in need of such improvements.*
8. *Sufficient landscaping should be required in future parkways, medians and parking lots in appropriate locations to screen the traffic and and parking without obstructing sight distances.*
9. *Appropriate parking shall be required for all new developments.*
10. *Future developments should be analyzed to assure that vehicular traffic volumes will not exceed local street designs.*
11. *The general plan for the City should emphasize the use of public transportation for the local residents.*

General Policy

The City should minimize the conflict between the automobile, commercial vehicles, pedestrians and bicycles. Measures should include improving, both functionally and aesthetically, vehicular and non-vehicular (pedestrian) meeting points.

Implementation Directives

1. *Crosswalks should be properly placed where needed for heavy volumes of pedestrian traffic.*
2. *Grade separations should be considered where heavy pedestrian traffic volumes warrant it.*
3. *Access walkways should be developed between parking areas and the commercial business centers.*
4. *Walkways should be provided in residential areas leading to schools. Wherever practical, these should not cross streets.*
5. *Appropriate public safety signs and markings should be posted in vehicular/pedestrian conflict areas. (i.e. "Pedestrian Crossing," "Bike Trail-No Parking").*
6. *Installation of uniformly designed, graphic public information and direction signs. Useage of the whale (which appears on the municipal pier sign) is recommended.*
7. *It is recommended to not sacrifice auto parking in downtown for bike trails.*
8. *All non-vehicular traffic be required to obey all traffic laws.*
9. *Introduction of colored, stamped concrete paving to warn motorists to slow at intersections with high volumes of pedestrian traffic.*
10. *Development of walking and driving surfaces with warm earthy colors and rich textures which delineate their intended uses.*
22. *Edges between walking and driving should be coarse in texture and darker to define the separation between conflicting uses.*

General Policy

The City should give priority to establishing a public transportation system within its boundaries to minimize the dependency on the automobile, particularly in the beach front and pier areas. Within this context, the City should work with the San Diego Transit Corporation (SDTC) and the Metropolitan Transit Development Board (MTDB) to ensure a coordinated network system of public transportation between the City and its surrounding environs.

Implementation Directives

- 1. The City should pursue a vigorous program for integrating public transportation into all related elements of urban planning. Specific steps should include:*
 - a. Locating commercial and industrial uses in such a way that public transportation becomes more convenient and desirable.*
 - b. Integration of public transportation (vehicular) with nonvehicular networks (pedestrian).*
 - c. The development of design standards for incorporating potential public transportation stops within the City limits.*

General Policy

- 1. Access to the Tiajuana Estuary and Oneonta Slough areas should be restricted to "pass and repass" non-vehicular traffic.*
- 2. Access should be limited to tideland viewing areas, particularly to easements along the beachfront and to the State Wildlife Preserve through Iris Avenue.*

General Policy

The City should re-design, re-route, vacate or close to vehicular traffic those streets which do not adequately perform their function in an efficient manner.

Implementation Directives

1. *The "Y" junction at Palm Avenue and Highway 75 should be re-designed to eliminate existing vehicular conflicts.*
2. *The following streets should be reviewed for possible re-design at their westerly ends to provide better access to the beach:*
 - a. *Palm Avenue*
 - b. *Dahlia Avenue*
 - c. *Donax Avenue*
 - d. *Daisy Avenue*
 - e. *Date Avenue*
 - f. *Elm Avenue*
 - g. *Evergreen Avenue*
 - h. *Elder Avenue*
 - i. *Elkwood Avenue*
 - j. *Ebony Avenue*
 - k. *Imperial Beach Blvd.*
 - l. *Auto Avenue*
 - m. *Beach Avenue*
 - n. *Cortez Avenue*
 - o. *Descanso Avenue*
 - p. *Encanto Avenue*

General Policy

The City should make provision for additional parking to serve the beach area, preferably removed from the beach and pier areas.

Implementation Directives

1. *The City should study the possibility of connecting interior parking facilities to the beach and pier area by means of a shuttle-tram service, either operated by the City or by SDTC.*

General Policy

The City should designate existing and proposed streets as scenic highways or corridors which are aesthetically pleasing to the eye.

Implementation Directives

1. *Scenic corridors should include those segments of land bound on either side by readily discernable land features with all developments within such boundaries to be visually appealing.*
2. *Scenic highways should include any public street or highway which would be properly landscaped and maintained to be visually pleasing to the eye.*
3. *"The regional highway system should be a balanced system of freeways, expressways and regionally significant arterials, each consistent with the character of the area through which it passes and the type and volume of traffic to be served." ¹*
4. *"A nonmotorized system of bicycle routes should be developed to provide safe and convenient facilities for the largest number of prospective users, with priority given to transportation routes." ²*
 - *Highway 75 has been designated for a regional bicycle route to be constructed during the early 1980's. The western portion of the bicycle route is already completed.*

¹ *Comprehensive Planning Organization: Comprehensive Plan for the San Diego Region; Transportation Element, p.34.*

² *Ibid., p. 64.*

5. *Scenic corridors should include those segments of land bounded on either side by readily discernible land features with all developments within such boundaries to be visually appealing.*
6. *Scenic highways should include any public street or highway which would be properly landscaped and maintained to be visually pleasing to the eye.*
7. *All scenic highways should have adequate landscaping on both sides where feasible.*
8. *Practical landscaping should include colorful native flowers, shrubs and trees incorporating the regional coastal landscaping plan.*
9. *Require new sidewalks wherever practical to be meandering sidewalks.*
10. *Incorporate decorative and appropriate entry welcome markers, such as Welcome to Imperial Beach, made with wood frames.*
11. *Landscaping or walls should not restrict views from the road to the ocean.*
12. *Signing along scenic highways should only be allowed for business identification and off-site directional signs for immediate adjacent residential developments.*
13. *All such signs should be structurally pleasing to blend with the local environment.*
14. *Colors and messages should also harmonize. No rotating flashing, spinning or animated signs should be allowed. Ground illuminating or interior illuminated signs only.*

15. *Undergrounding of all utilities should be required along scenic highways.*
16. *Develop a uniform public information sign program incorporating the existing whale logo.*
17. *Incorporate walking and bicycle paths along scenic highways.*

General Policy

Major entry roads should provide the traveler a defined sense of entry into the City and a sequential experience appropriate to the changing scale and physical requirements as one moves into Imperial Beach.

Implementation Directives

1. *This sequential experience could be highlighted and improved through some of the following considerations:*
 - a. *The establishment of median islands and landscaping along the major entry ways and thoroughfares. (Care should be taken in the specific location of such improvements so as not to preclude convenient and efficient traffic access.)*
 - b. *A heightened program of parkway landscaping or tree planting used singularly or in combination with median plantings.*
 - c. *Common whale theme public entrance signs and directional signs employed along the major thoroughfares and incorporated into the median islands in an attractive manner.*
 - d. *Other special landscaping and design features employed at major focal points such as major intersections.*

- e. *The use of custom street furniture and lighting fixtures which support the architectural character and quality of the community.*
2. *A reduction in the spacing of trees along parkways or in median islands as the street approaches more developed areas would serve to announce a reduction in automobile speed and provide more continuous shade as pedestrian and parking considerations become more important.*
3. *Trees along the major streets should conform to or compliment those used on the adjoining properties so as to extend the visual relationship among adjoining landscaped areas. The use of similar foliage colors and/or textures would also serve to emphasize such relationship.*
4. *Some ordered control over the spacing and design of signs along all major entryways should also be established. Public safety and directional signs should be simple, clear and concise.*
5. *The City shall pursue, through cooperative efforts with the City of San Diego, the removal of billboards along the entryways to the City.*
6. *Consideration of street names which reflect the seacoast theme.*

SECTION IV: CIRCULATION PLAN

The basic objective of this circulation plan is to provide an efficient and safe vehicular and pedestrian circulation system within Imperial Beach which is based largely on existing street patterns and rights-of-way. To this extent, the plan views the existing and proposed arterial roads as being transportation corridors for the City. These corridors should serve to funnel motorized and non-motorized as well as pedestrian traffic between neighborhoods and between Imperial Beach and other cities. Ultimately, and within the practical limits set by the City's existing circulation system, each arterial should provide appropriate parking lanes, bicycle trails, landscaped parkways and median islands, as well as at least two traffic lanes in either direction.

A. Arterial Roads and Highways

Map IV-1 indicates the proposed arterial roadway and highway network for Imperial Beach. Based on the present and projected traffic volumes, this plan recommends various traffic corridors incorporating either two, four or six lanes of traffic. The two-lane segments are intended to serve local based traffic much as a collector and local street system. Most of these streets would carry anywhere from 1,000 to 5,000 average daily trips, based on the various proposed land uses in the surrounding neighborhoods. The four- and six-lane arterial roadway segments are intended to serve both local and through traffic movements. These streets would carry upwards of from 5,000 to over 35,000+ vehicles a day. In the case of Palm Avenue, demand will be upwards of 61,000 vehicles per day.

Since Imperial Beach is mostly built out, the street and highway pattern for the City is firmly established at the present. The role of the Circulation Plan, therefore, is to re-establish and re-define the function and design of the City's street system to more efficiently meet the needs and issues identified in Section II. Palm Avenue will continue to serve Imperial Beach as

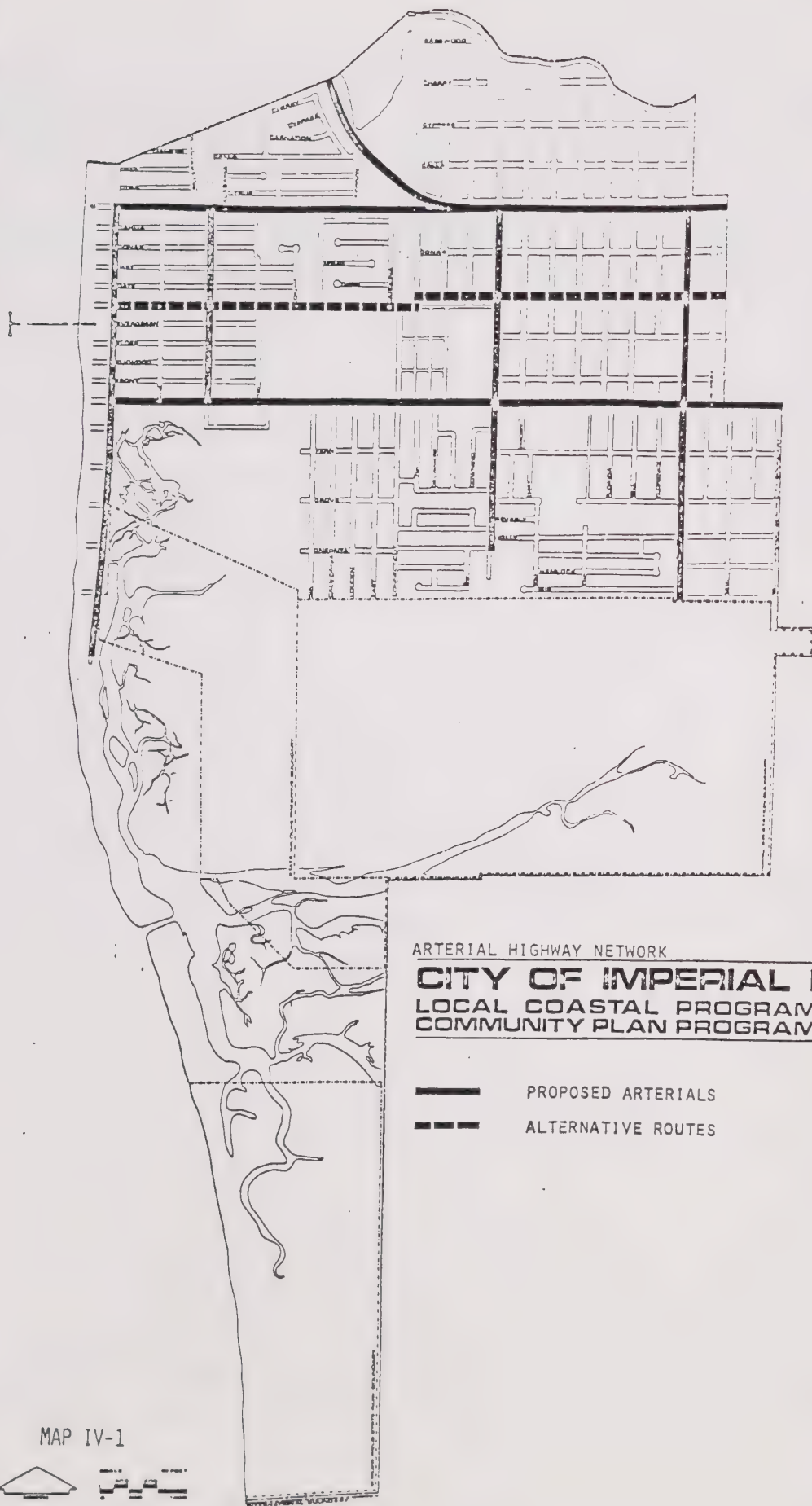
the major carrier of inter-city and through traffic in the immediate future. By 1995, Palm Avenue is projected to carry from 35,000 to 61,000 vehicles per day. The existing arterials previously listed will also continue to be the major transportation corridors within the City of Imperial Beach. Additionally, Third Street, Ninth Street and Elm Avenue are proposed to assume more significant transportation roles in the near future.

1. East-West Arterials

Again, Palm Avenue (Highway 75) and Imperial Beach Blvd. are intended to provide the major east-west routes for traffic heading from the freeway to the beach, and vice versa. Elm Avenue has been providing a secondary means of access to the beach areas and should continue to do so in a slightly expanded role in order to take future pressure off of Palm Avenue and Imperial Beach Boulevard. As such, Elm Avenue has been designated as an alternative arterial to be upgraded to full arterial status only if and when it is advisable to do so. The reason for not designating Elm Avenue as a full arterial roadway at the present time is that many homes front on Elm and thus will present potential hazard to through traffic due to the many turning movements involved with driveways. Also, Elm jogs at 7th Street which presents a potential bottleneck in heavy traffic situations.

2. North-South Arterials

Ninth Street and Thirteenth Street will continue to act as the major north-south arterials for the mid- and western sections of Imperial Beach. As described in Section II, one of the City's major circulation problems is the absence of any adequate north-south arterial located near but not in the seacoast area. Although presently designated as an arterial, Third Street has never been sufficiently improved to function adequately as such. It is therefore recommended that Third Street between Palm Avenue and Imperial Beach Blvd. be upgraded to the standards of a four-lane arterial



ARTERIAL HIGHWAY NETWORK

CITY OF IMPERIAL BEACH

LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



- PROPOSED ARTERIALS
- - -** ALTERNATIVE ROUTES

MAP IV-1



roadway, even though its current right-of-way is eighty feet as opposed to the normal 84 to 94 foot right-of-way for such arterials. This problem can be reduced, however, by prohibiting parking along one side of Third Street either during selected rush hours or at all times, and by resurfacing and re-striping the street to accommodate four lanes of traffic. See Table IV-1 for a recommended cross section for Third Street. While this would not meet the design standards suggested in Table IV-2, the establishment of a north-south arterial adjacent to the seacoast area appears to be the more desirable, even at reduced standards, than no arterial at all.

It is also recommended that in order to increase the capacity of the proposed north-south arterials selected cross streets be closed off or cul-de-saced. This will reduce the number of points of entry onto the arterials and thus the number of traffic conflicts. This relatively inexpensive technique for increasing the capacity of arterial roads can be accomplished in a phased manner over a period of years, and can help avoid the necessity for very expensive street widenings if arterials become over-congested. A secondary, but no less important, benefit of street closings is that through traffic will be routed off some local streets onto more appropriate collector and arterial streets. In turn, traffic safety will be increased, and a heightened sense of neighborhood encouraged.

Finally, First Street has been downgraded from its role as an arterial to that of a collector street. While traffic will always be heavier on First Street than on other collector streets since it is the prime access to Imperial Beach's beach area, other General Plan policies call for First Street to be used primarily as a commercial-recreation corridor, and not a transportation corridor. Rather, pedestrian and tourist traffic should be encouraged along First Street over automobile traffic. This will also serve to encourage the use of the inland parking facilities discussed below and elsewhere.

B. Circulation in Undeveloped Areas

A proposed circulation pattern for the undeveloped portions of Imperial Beach is not included herein. Even though it is expected that Ream Field will continue to operate as a military airfield for the immediate future, it has been designated in the Land Use Element for future urban development. As such, internal circulation patterns, and arterial connections to the rest of the City should be planned in such a manner as to be consistent with the proposed arterial street system proposed in this Element. This should present no significant design problems since Thirteenth Street connects directly with Ream Field. The second Urban Reserve area, the site of the former City corporation yard and the former sewerage treatment plant, will likely not need direct arterial connection when it develops. This is due to the area's relatively small size and low traffic generation potential.

The remaining large vacant land areas of the City, the Tijuana Estuary, the Oneonta Slough and Borderfield State Park are designated in the Land Use Element for non-urban open space uses. Therefore, no significant roadways have been proposed for these areas due to their ecologically sensitive nature, and due to General Plan policies intended to protect these areas from heavy human usage.

C. Design Standards

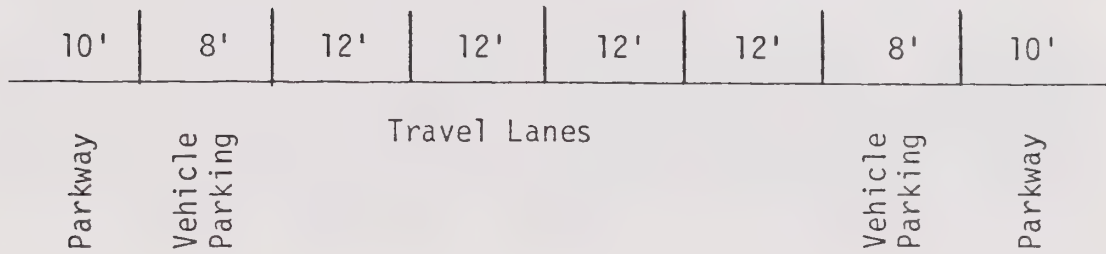
Table IV-2 details the specific design standards proposed for usage in Imperial Beach's circulation system. These standards should be used as minimum guides in designing new roadways or in upgrading existing ones. In some cases it may be necessary to reduce or modify the standards to meet given circumstances such as the proposed redesign of Third Street. Table IV-1 gives proposed standard arterial roadway cross sections.

Table IV-1

Typical Arterial Street Cross Sections

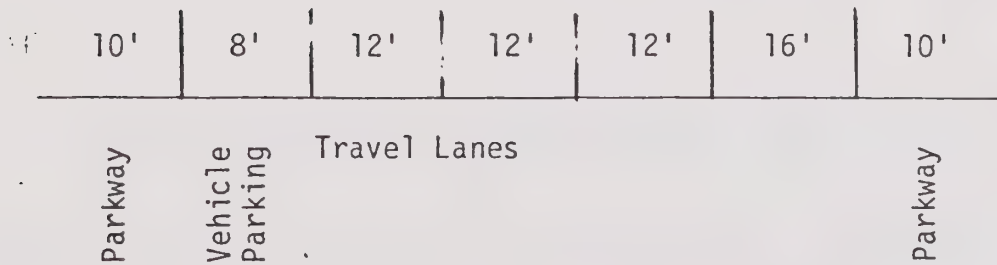
Primary Arterial

R.O.W. = 150 ft.



Secondary Arterial

R.O.W. = 80 ft.



D. Public Transit

For the next several years, at least, personalized transportation will most likely continue to be provided by the automobile in much the same manner as at present. Increasing traffic and congestion problems, rising fuel costs, and various pollution and control regulations, however, are continuing to mount the demand for improved public transportation.

The Comprehensive Planning Organization of the San Diego Region (CPO) and the Metropolitan Transit Development Board (MTDB) have both developed a long-range system of high level of service corridors in their 1995 Transit Plan. These service corridors have been established in those locations or routes where higher speeds and a higher level of bus service and/or guideway service will best result in increased transportation efficiency. These corridors are based on current travel information, population forecasts, and CPO and MTDB studies.

Priority treatments for transit vehicles, including bus stop facilities on freeways, ramp meter bypass lanes, and exclusive bus lanes will be a component of the implementation strategy to encourage higher transit speeds. Guideway transit would be placed in those corridors which require a higher capacity system and as funding permits.

Since all these proposed transit routes lie outside Imperial Beach, they are not treated in detail in this Element. It is, however, strongly recommended that Imperial Beach continue to support the increased development of public transportation throughout the San Diego region since in the long run the city's residents will benefit from improved regional transportation facilities of all kinds.

In regards to the local public transportation provided by San Diego Transit Corporation buses, it is also recommended that this service be expanded to serve intra-city needs as well as the needs of the commuter.

NOTES:

- (a) Standard generally applies to through sections of major collector or arterial streets indicated by plan. Local, residential streets and streets within hillside areas may be reduced in width below the minimum.

Minimum and ideal widths should generally be increased to 14 feet and 16 feet respectively, where vehicle traffic lane is adjacent to a right-hand curb.

- (b) Standard widths apply to continuous median island sections between street intersections. Where left turn lanes are desired, the minimum median island widths should be increased in all cases to 14 feet. For cases involving double left turn lanes (side-by-side), the minimum median island width would be increased to 24 feet upon approaching the intersection. Raised median island widths adjacent to left turn lanes would be held to a minimum of 4 feet.
- (c) Bikeways include routes which are physically separated from other types of traffic systems, e.g., vehicular and pedestrian. The minimum width for bikeways includes the pathway width only, and must, therefore, be increased by the minimum amount designated for bikeway separation features. Also, it is desirable to maintain a minimum 2 foot clearance to either side of a bikeway for reasons of safety, utility and maintenance.
- (d) Bicycle lanes include routes which directly adjoin vehicular and pedestrian systems. Bicycle lanes within a vehicular right-of-way will generally be limited to one-way directional traffic. The minimum 5 feet takes into account several safety factors related to both moving and stationary vehicles utilizing the roadway.

All bikeway and bicycle lane widths may vary depending on the volume of bicycle traffic.

- (f) The minimum 4 feet applies to sidewalks which are separated by a parkway from other modes of traffic. The minimum width would otherwise be 5 feet where directly adjoining bicycle or vehicular traffic.
- (g) The minimum and ideal widths indicate areas recommended for landscaping, exclusively. These may be provided in conjunction with meandering pedestrian walkways and/or bicycle trails, however, additional space would be required. The landscaped area would apply toward minimum spaces required for traffic separation and also noise buffering.
- (h) The minimum and ideal widths will generally depend on the source and levels of noise and the particular features to be utilized within setbacks for arresting noise (e.g., landscaping, berms, walls, etc.). Simple setbacks without additional measures for reducing noise should be increased the full distance for projected contours and acceptable noise levels.

Table IV-2

Design Standards for Determining Overall
Right-of-Way Widths of Local Transportation Corridors

<u>Specific Feature</u>	<u>Width (in feet)</u>	
	<u>Minimum</u>	<u>Ideal</u>
Vehicle Traffic Lane (a)	12	--
Vehicle Parking Lane	8	10
Vehicle Turning Lane	10	12
Median Islands: (b)		
At-grade, painted	10	10
Raised, no landscaping	10	14+
Raised, with landscaping	10	14+
Bicycle Routes:		
Bikeway, one-way traffic (c)	5	--
Bikeway, two-way traffic	8	10
Bicycle lane (one-way only) (d)	5	8
Bikeway Traffic Islands:		
Simple barrier or fencing	2	3
Raised, no landscaping	4	--
Raised, with landscaping	5	--
Pedestrian Sidewalks:		
Adjoining commercial and industrial areas	8	10
Adjoining residential areas (f)	4	5
Landscaped Parkways:		
Separating various modes of transportation	5	--
Between sidewalks and roadways	5	--
Beyond sidewalks and roadways	10	15
Along scenic highways (g)	15	25
Exclusively as a noise and/or visual buffer (h)	15	20

Such improved local service should help reduce reliance on the automobile for purely local trips such as shopping. To implement this recommendation, it is suggested that the City encourage the San Diego Transit Corporation to provide north-south service along Third, Ninth and Thirteenth Streets.

E. Public Parking

As part of the City's program to alleviate parking pressures and traffic congestion problems in the seacoast area, it is recommended that the City implement a tram-shuttle service between the seacoast area and public parking facilities located in the interior of the community. To this end it is suggested that the City can acquire and utilize the vacant property along Imperial Beach Blvd. south of Second Street. Since the peak activity periods will presumably occur on the weekends, during the summer months and on holidays, it is further recommended that the City enter into an agreement with the school district to permit the use of school parking lots as public parking when not otherwise in use. Refer to Appendix A for a detailed summary of ways of financing additional parking.

F. Bicycle and Pedestrian Circulation

Additional local facilities are also proposed by way of the bicycle, pedestrian and hiking trails networks. These facilities are indicated on Map II-6 with specific design criteria recommended as follows:

1. General Criteria

The City of Imperial Beach should employ the following criteria in respect to the development of its bicycles routes. .

- a. It should use the Bike Route Standards of the Highway Design Manual, Section 71000; from the California Department of Transportation.

- b. Using the Bike Route Standards, the best bicycle trails possible should be established where shown on the City adopted bicycle route map. Where possible, all bicycle trails should be separated from vehicles and pedestrian traffic by a physical separation or a safe distance.
- c. All major through-bicycle routes should be marked by printed lanes and by bicycle route signs.
- d. Rest areas should be encouraged in public areas along the major bicycle trails.
- e. All City through-routes should connect with other jurisdictions systems, where possible.
- f. Merchants, school officials and public service agencies should be encouraged to provide safe efficiently located, and secure parking facilities to encourage bicycle use.
- g. Bicycle trails should be designated as "Scenic Trails" where qualified.
- h. Bicycle trail access should specifically connect to fire and/or police stations where bicycle safety programs may be conducted.
- i. Concurrent with the encouragement of bicycle use, maximum enforcement of traffic safety law should be established through law enforcement and educational programs.

2. Specific Design Standards and Criteria

In a recent study prepared for the State of California, three classes of bikeways are defined. "Class I bikeways are completely separated rights-of-way designated for the exclusive use of bicycles." (Examples of this type of bikeway in Imperial Beach would be the trails proposed along the

beach area.) "Class II bikeways are defined as restricted rights-of-way (generally on the street alignment) designated for the exclusive or semi-exclusive use of bicycles." (An example would be the expansion and use of the sidewalk area along an arterial highway for bicycle traffic.) Class III bikeways are defined as shared rights-of-way designated as such only by signs or stenciled pavement markers."⁴

There are several general standards and criteria that are applicable to all three classes of bikeways. It is recommended that these standards become part of the implementing policies for bikeways in Imperial Beach.

a) Grade

Grades no greater than 6 percent.

Level spots for resting.

b) Length

Approximately 2-5 miles.

-- Trips should include destination points of interest

-- Incorporation of diverse riding conditions

-- Variation of long and short trails

⁴School of Engineering and Applied Science, U.C.L.A. Bikeway Planning and Guidelines, April, 1972; p. xi.

c) Traffic Direction

- Two-way traffic facilities should be provided where possible
- Trail systems on roads should be in the same direction as other vehicular traffic

d) Bicycle Route Dimensions

<u>TYPE</u>	<u>WIDTH (feet)</u>	
	<u>Minimum</u>	<u>Maximum (Ideal)</u>
Bikeway one-way	5	--
Bikeway two-way	8	10
Bicycle lane one-way only	5	8
Bikeway Traffic Islands		
Simple barrier or fencing	1'	
Raised, no landscaping	4'	
Raised, landscaping	5'	

Trails should have a minimum two-foot clearance on either side of the trail.

e) Surface

- Materials of sufficient hardness to provide a comfortable ride
- Materials normally acceptable are concrete or asphalt

f) Safety

- Priority for separation of bicycle and other vehicular traffic
- Adequate signing
- Use of at least striping to separate bicycle and automobile traffic
- Establishment of safety education programs

g) Accessibility

- Provision for easy access to and from points of destination and/or interest
- Design of facilities adjacent to trail should be compatible
- Trails should be physically attractive in terms of comfort, ridability and safety

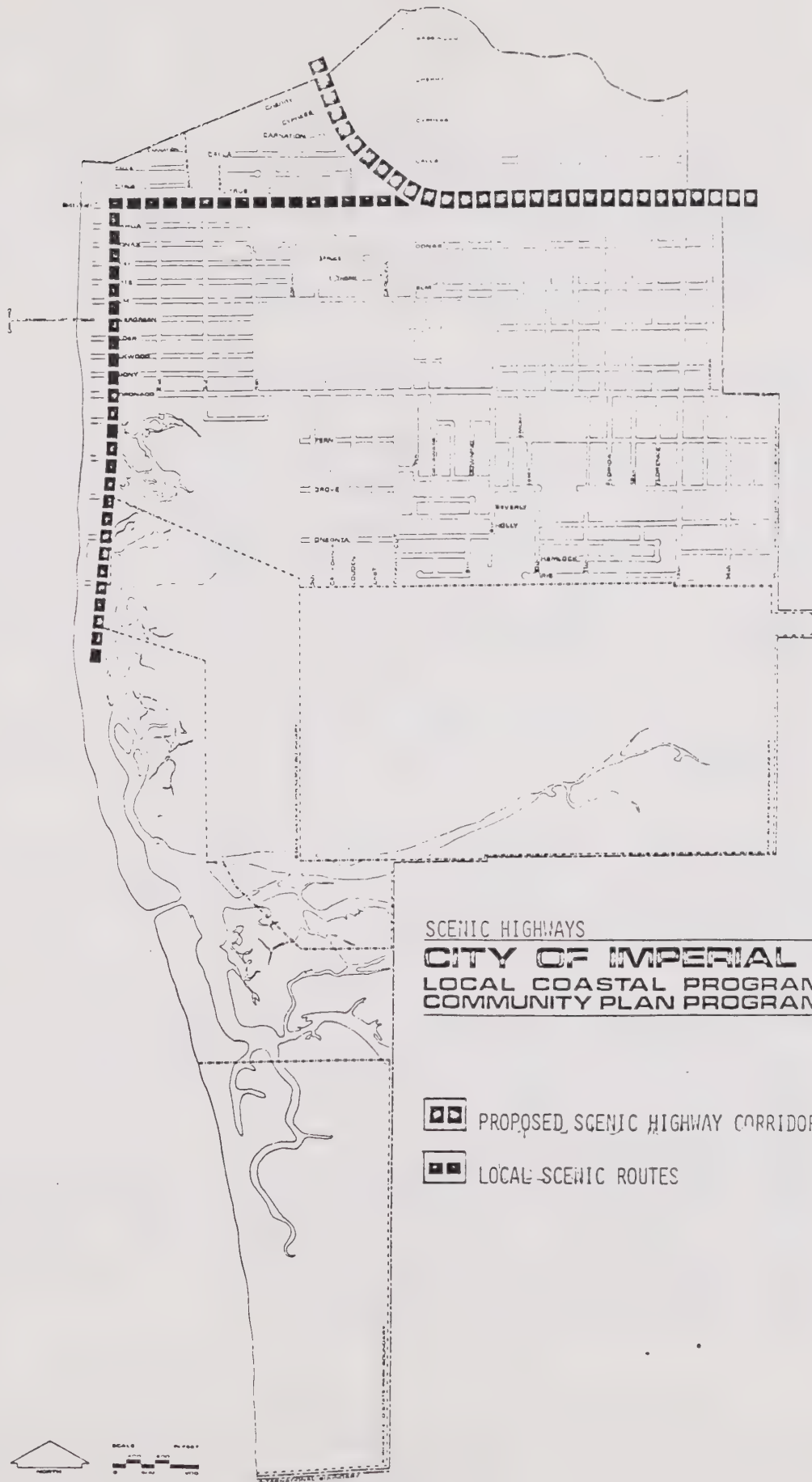
G. Scenic Drives

To enhance and preserve the existing and potential scenic resources of Imperial Beach, it is proposed that three major routes be designated as Scenic Corridors or Highways. Map IV-2 outlines the proposed Scenic Corridor System.

- Highway 75. From the eastern City limits to the northerly City limits.
- Palm Avenue. From Highway 75 east to First Street.
- First Street. From Palm Avenue south to its terminous.

While these roadways and their adjacent land uses have been designated as Scenic Corridors, it should be realized that most of the frontage along these streets has been intensely developed. The more appropriate designation may therefore be urbanscape corridor. An urbanscape corridor can be defined as a scenic route not due to the natural setting, but due to the availability of attractive and exciting urban scenes. In any case, a scenic corridor provides access to natural scenes, even though it passes through an urban area for part of its length.

The three proposed corridors provide such access. Highway 75 leads to the Silver Strand and Coronado providing views of both the Pacific Ocean and San Diego Bay. The other two routes provide actual and visual access to the City's Beach area, and broad vistas of the Mexican border areas, the Tijuana Estuary, the Oneonta Slough and the Pacific Ocean. While the frontage of the streets themselves is urbanized, the design and amenities along the street should respect the nearby scenic value. Thus, strict design control should be instituted along the designated scenic corridors and a general upgrading of the urbanscape should be pursued over the long run. The City should also work closely with the City of San Diego in upgrading the appearance of the Palm Avenue (Highway 75) from Interstate 5 east through Imperial Beach.



SCENIC HIGHWAYS

CITY OF IMPERIAL BEACH LOCAL COASTAL PROGRAM COMMUNITY PLAN PROGRAM



PROPOSED SCENIC HIGHWAY CORRIDOR



LOCAL SCENIC ROUTES



SCALE
 0 100 200 300 400 500
 FEET

SCENIC HIGHWAY CORRIDOR

Street improvements of this sort generally prove to be a boon to fronting businesses because more traffic is encouraged. Due to the pleasing nature of the drive, the businesses are more aesthetically attractive to the potential shopper, and greater private investment and reinvestment is encouraged.

H. Impacts of Coastal Visitor Serving Development.

This section is intended to evaluate the impact of proposed visitor serving facilities in Imperial Beach. In general, visitor oriented facilities within Imperial Beach will have little or no negative impact on levels of congestion within the City. Other proposals such as the proposed inland public parking lots connected to the beach area with a tram system, the emphasis on pedestrian circulation within the beach area, and the proposed expansion of bus routes within the City will serve to reduce traffic congestion along the coastal streets, especially First Street.

Present traffic volumes along First Street range from 9,000 average daily trips (ADT), Elm Avenue and Imperial Beach Boulevard, to 11,000 ADT between Elm Avenue and Palm Avenue.

The proposed Land Use Element of the General Plan could induce a significant increase in traffic in the vicinity of the beach, but not necessarily along First Street. It is estimated that if the beach area draws the same number of vehicle trips as does other beaches in the San Diego region, and if the areas designated as seacoast commercial were to fully develop as such, that a total of 31,000 weekday trips and weekend trips could be generated due to seacoast development. This represents a 180% increase over present volumes. See Table 1.

TABLE IV-3
Seacoast Area Trip Recreation*

<u>Use</u>	<u>Acreage</u>	<u>Trip Generation Factor¹</u>	<u>Average Daily Trips</u>
Motels	20	202	4,040
Theme Commercial	26	600	15,600
General Commercial	27	360	9,720
Beach (Weekday)	33	50	1,650
Beach (Weekend)	<u>33</u>	<u>120</u>	<u>3,960</u>
TOTAL	106	293 - 314	31,010 - 33,320

Table I represents a "worst case" estimate in that the interrelationship between land uses is not considered. It is likely that many of the generated trips will be shared between land uses. The beach visitor will likely come to the beach for the day, and while there, shop at a theme shopping center. Many trips will also be funneled to parking facilities away from the beach area. Finally, it is not expected that Imperial Beach's beach frontage will receive the same heavy usage as other San Diego beaches during the foreseeable future. This is due to the relatively difficult access from the rest of San Diego County.

For these reasons, it is not expected that traffic in Imperial Beach's beach vicinity will increase much above that projected in Table II-3.

* Based on the General Plan Land Use Element

¹ Source: Haworth, Carroll and Anderson, Inc.
California Department of Highways

SECTION V: IMPLEMENTATION MEASURES

This section outlines several major programs which should be undertaken in order to ensure the implementation of the specific circulation proposals contained in this and other elements.

A. Development of Specific Plans in the Seacoast Area

As has been indicated in the Land Use and Urban Design Elements, a specific plan should be adopted to treat in detail existing and future developments in the seacoast area. Since circulation and parking are closely tied to the specific land use patterns in a particular area, the specific plan should serve to develop further details and recommended policies regarding seacoast area circulation, parking, bicycle and pedestrian facilities.

As part of the specific plan, detailed studies and recommendations should be undertaken concerning the potential means and feasibility of creating additional parking facilities, particularly those related to tourist traffic. A comprehensive survey should be made of actual parking demands by detailed type and nature of use. Details should be gathered to relate peak parking demands with the hours of operation for each use, including day-evening and weekday-weekend hours. Through the survey, a greater understanding can be obtained concerning the possible joint use or sharing of parking facilities at particular locations.

This plan has already suggested the possibility of directing traffic and parking to more remote, outlying areas where passengers and employees would then be transported by way of a local bus or tram system to particular points of interest in the seacoast area. This approach presently seems to be the best alternative for resolving parking congestion within the seacoast area without paving over prime commercial land for parking purposes. The specific plan should also establish an overlay district for the area, incorporating precise criteria and regulations to guide any future development decisions.

B. Capital Improvements Program

A major effort should be directed towards the development of a long range phased program for capital expenditures (including transportation improvements), taking into account the projected growth rates and distribution of land uses as established in the Land Use and Housing Elements. Transportation improvements, including street, bicycle and equestrian facilities, would be studied in conjunction with other major proposed capital outlays.

Projected costs will necessitate the establishment of various priority criteria related generally to need and ability to pay. In the case of transportation facilities, these may include the degree of need at a particular point in time as related to projected traffic volumes, service levels, and the level of deferred costs over time.

An obvious residual study created through such a program relates to the assessment of need for possible new revenue sources in relation to how much (or how little) can be accomplished with present and projected sources. Such a study, based upon present sources of funds and projected growth rates, will serve to provide some understanding as to the amount of revenue that will be available for future operating costs. These estimated operating costs can then be subtracted from total revenues to determine future funds available for capital improvements.

C. Five Year Maintenance Program

In addition to the long-term capital improvements program, it is recommended that the City establish a five-year program for the maintenance of existing and proposed transportation facilities. The program will obviously concentrate on the existing highway network at present, and include such likely improvements as pavement, curb, gutter and sidewalk improvements, signs, traffic signals, landscaping and lighting. Continuing maintenance programs would necessarily be expanded in the future to include proposed transportation facilities such as bicycle paths.

D. Refinement and Adoption of Design Standards

Several criteria or standards have been suggested for determining the overall right-of-way widths of local transportation corridors. The list of proposed standards is by no means exhaustive; and may, therefore, be refined or expanded to include other features and certain, more detailed designs as individual cases warrant.

As the set of standards are refined and adopted by the City, a series of additional studies should then be undertaken to determine the desired right-of-way width for each proposed transportation corridor. A separate map designating each of the proposed right-of-way widths may then be adopted by the City.

E. Review of Present Policies and Requirements

Currently, the City requires each new development to construct at least half of the required street improvements at the time of development. Such requirements should be reviewed and possibly amended to require that only the amount necessary (based on present projections) be constructed. It may be desirable in such cases to require a development fee or bond for the full highway segment ultimately needed. The advantages of such policies are a reduction in long-term maintenance costs, elimination of varying street improvements with each new development and the negative visual impact of major street improvements through certain areas in a transitory state of development. Latent utility improvements may also be provided along undeveloped portions, often preventing the removal and reconstruction of recent street improvements.

F. Revisions to Select Street System

With the adoption of the Circulation Element, it will likely prove desirable to reestablish a select system of streets for submission to the California Highway Commission. Upon acceptance by the Commission, the select system of streets provides the basis upon which the City receives various gas tax monies from the State Highway Trust Fund. The criteria for designating a select

system generally relate to those local arterial and collector streets which directly serve or support inter-city traffic movements. A potential select system of streets has been designated on Map V-1.

G. Continued Liaison With Other Agencies

The City should continue liaison with the San Diego Transit Corporation (SDTC) and with the Metropolitan Transit Development Board (MTDB) to ensure the coordination of their plans with the programs and plans of this Element. It is also recommended that the City appoint a person or a committee to work with the SDTC to establish additional bus routes and bus stop locations.

H. Scenic Corridors

The designation of official Scenic Highways is the result of the coordinated planning efforts of the State, counties and cities with the local jurisdictions bearing the primary responsibility for the protection and enhancement of scenic routes.

The following basic steps must be taken before a route can be designated as an "Official State Scenic Highway":

1. The route must be on the list of eligible State routes.
2. The local agency should have adopted a scenic highway element of their general plan. Subsequent to this, the District Director of Transportation must be requested, by resolution, to do a corridor survey and highway facility study.
3. The local jurisdiction must prepare a program to protect and enhance the scenic corridor as described in the corridor survey.
4. Upon adoption of the program, the local jurisdiction shall make a written request to the District Director of Transportation for designation of the route as an official scenic highway.

Subsequent to application to the State Department of Transportation and completion of corridor studies, the City should prepare and adopt specific plans for the scenic highway corridor including applicable ordinances, regulating land use, earthwork, development design, signs and outdoor advertising, treatment of the right-of-way, and other aspects of development in the corridor as needed. Undergrounding of utilities is mandated by state law. For information and reference purposes the appendix includes a sample ordinance as a guide from the State for official designation of scenic highways (Appendix B).

The State guidelines emphasize the need to tailor such plans according to the local jurisdiction's situation.

Specific plans for the proposed local scenic corridors should focus on the individual characteristics of each route, with emphasis on landscaping treatment, architectural control, signing and setback variations.

A scenic corridor program generally involves two major, but not necessary, costs: (1) construction and maintenance of the route, including acquisition of the right-of-way and (2) acquisitions and protective actions taken within the scenic corridor beyond the right-of-way. The proposed scenic corridor plan encompasses either existing or already proposed roadways, and thus some commitments have already been made for maintenance, acquisition or construction by the involved jurisdictions. Additional costs would depend on the specific plans for roadway and right-of-way treatment and their deviation from existing and currently projected conditions. The protection of the scenic corridor should rely heavily on the power to regulate land use rather than acquisition of land.

I. Recommended Implementation Programs for the Bicycle Trail System

- a. State and Federal money available for bicycle trail usage should be obtained and applied according to an adopted priority program.
- b. All public facilities should be designed to accommodate bicycle users. Property should be improved for bicycle trails wherever desirable and feasible.

- c. Money for bicycle trails may be made available from local bicycle license fees. This money shall be set up in a separate fund for this purpose, to be administered by the City.
- d. The City, coordinated through the appropriate City department shall also be authorized to administer funds for donations for bicycle trails.

APPENDIX A

METHODS AND STATUTORY PROVISIONS FOR CREATION AND OPERATION OF PUBLIC PARKING DISTRICTS

Vehicle Parking District Law of 1943 Streets and Highways Code Sections 31500 - 31933

1. Cost Burden. The costs of land acquisition, parking lot construction and all administrative costs are placed on benefiting business properties by an ad valorem tax.
2. Proceedings initiated by a petition of property owners who are to be benefited. The petition must describe the boundaries of the parking district, the property to be acquired and the improvements to be constructed. This petition must have the signatures of persons owning more than one-half of the area of all assessable lands in the proposed district. If project assessments are to be placed against land alone, petition signatures must also represent 51% of the total assessed value of land alone as well as 51% of the assessable area of the district. If project assessments will be placed against land and improvements, then the petition must have signatures representing 60% of the assessed value of land alone in the proposed district.
3. Processing Petition. After receipt and certification of the petition by the Council, the City Engineer must make a cost estimate and a tentative assessment spread of that cost. The City Council then adopts an ordinance of intention describing the district, acquisition and improvements and sets a hearing on both the engineer's cost report and the ordinance. All property owners must be notified of the hearing. During the hearing the City Council can change the district boundaries and scope of the project. A majority protest on the cost or ordinance terminates all proceedings. If the hearing is successfully

4. Commencement of improvements is begun when Council acquires land by contract or condemnation. Bonds may be sold in any amount with a 7% maximum interest rate.
5. Administration of district is by a "Parking Place Commission." If the original petition so permits, the City Council itself can become the Commission. The Commission fixes, after public hearing, rental fees and charges, determines preferential rates for district tenants and customers and can lease facilities to private operators.

Parking Law of 1949
Streets and Highways Code
Sections 32500 33552

1. Cost Burden. Revenues to pay costs of parking facilities come only from parking operations. There are no property assessments.
2. Proceedings are initiated by a parking authority created by the City Council. The authority is a public corporation separate from the City. This authority is created by a resolution of the Council and can cover all or any specified part of the City. Governing members of the authority can be appointed by the Mayor or the duties can be assumed by the City Council. The authority can operate parking facilities or lease them to private operators.
3. Procedural guidelines are not stipulated in the Parking Law of 1949. The law gives broad powers to the authority for its operations and creation and administration of parking facilities. While the authority created under the Law has no jurisdiction to place parking meters on public streets, the City Council could do so and pledge the revenues for servicing the revenue bonds necessary for financing the construction.
4. Financing. Revenue bonds are issued with a maximum rate of 7%. No bonds can be issued under this Law until a majority of the voters of the City have approved the revenue bond method of financing. Because of this provision, it is very advisable for Council to obtain legal bond counsel well in advance of posing the bond question to the voters.

be attendant operated or leased to private operators and can allow for preferential parking rates by business establishment validation of tickets. Excess revenues can be used by the Board for credits or refunds against assessments levied. An important feature of this law is that the City Council can modify its zoning ordinance to reduce parking requirements for existing and new businesses developed in the district after it is in operation.

Vehicle Parking District Law of 1951
Streets and Highways Code
Sections 35100 -35707

1. Cost Burden. Costs for projects are derived from combined sources of property assessments and revenues from existing and new parking lots and on-street meters. An ad valorem tax for any portion of the costs is possible only if consented to in a petition from property owners. The maximum assessment period is 36 years and the maximum rate allowed is 75¢ per \$100 a.v.
2. Proceedings are initiated by a petition signed by the owners of real property in the proposed district representing an assessed value of no less than 51% of the total assessed value of land and improvements in the proposed district. Signatures must also represent 51% of taxable land owners in the proposed district. Petition can also describe the streets proposed to have parking meters and may make all proceedings conditional upon a contribution of money by the City.
3. Processing of the petition requires no cost estimate or tentative assessment spread by the City Engineer. Instead, there must be a report on the financial aspects of the project before Council adopts a resolution of intention to create the district. The resolution will also fix a time and place for hearing protests. A majority protest terminates all proceedings. If there is no majority protest, the Council can change the boundaries and scope of the projects and then adopt an ordinance declaring the district formed.

Parking and Business Improvement Area Law of 1965

Streets and Highways Code

Sections 36000 - 36081

This law allows a city, in addition to its general business license tax, to levy an additional business license tax upon businesses within a limited area receiving special benefit from the purposes for which the proceeds of the additional tax are spent. Parking lots can be one of those purposes. A hearing is required on the boundaries of the area, the amount of additional business license tax and the purposes for which it will be spent. Hearing notices must be published and mailed to affected property owners. This Law has only limited usefulness in Imperial Beach because of its relatively small revenue base. It could be more appropriately used for maintenance of existing facilities or a very modest "pay-as-you-go" parking program. No bonds could be issued which are serviced by the proceeds of the additional business license tax unless there is a two-thirds vote of the electors of the City.

Revenue Bond Law of 1941

Government Code

Sections 54300 - 54813

1. Cost Burden is borne by revenues from the parking facilities created. This Law was originally passed primarily for the issuance of revenue bonds to finance sewer and water systems and certain other revenue-producing projects. It has since been amended to include off-street parking facilities.
2. Proceedings are initiated by a City Council determination to create parking facilities with revenue bonds. There is no parking authority required, no petitions are needed, no public hearing conducted and no majority protest feature.
3. Financing. Projects are financed by revenue bonds following a majority vote of the electors at a City-wide election. As in the parking law of 1949, early advice from a bond counsel is highly desirable.

General Obligation Bonds
Government Code
Sections 43600 - 43638

1. Cost Burden is borne by all City taxpayers.
2. Proceedings are commenced when the City adopts parking projects and asks the voters for authority to issue general obligation bonds to finance the projects. General obligations bonds need a two-thirds vote of the electors. Revenues from any parking facility created can be used to service the bonds, but if these revenues are insufficient, the difference must be made up by an ad valorem tax on all property in the City.
3. Administration of the lots can be in any legal fashion Council wishes. While several cities have used this method, it has become increasingly difficult to obtain voter approval of general obligation bonds for business parking purposes.

concluded, Council then adopts an ordinance forming the district and orders the improvements.

4. Commencement of improvements begins when the City acquires property for parking through contracts of purchase or condemnation. When the total cost of acquisition and development is known, the superintendent of streets prepares an assessment role levying the costs of the project against benefiting properties. There is no particular formula for allocation of costs, but most often it is on the basis of relative benefit and could either be by zones, parcel size, amount of sales activity and across the board.

There is a limit to the amount of the project cost which can be assessed to benefiting property owners. The total amount of the assessment levied can not exceed 50% of the assessed value of the land in the district unless the original petition so provides and if it was signed by owners of 60% of the assessed value. Then the assessment limit is 50% of the assessed value of all land and improvements in the district. Another alternative is that the assessment for the project can be as much as 400% of the assessed value of the land in the district if the original petition has been signed by owners of 100% of the assessed value of land in the district.

Council then holds a public hearing on the proposed assessments. Majority protest is not allowed at this point, but Council can modify the assessments as it believes necessary and equitable. When the final assessment role is recorded and property owners have paid any portion of their cost, bonds can be issued for the balance of the cost. There is a maximum 7% interest rate and bonding period can be for no more than 25 years. Any time prior to the levy of the assessment, the City can make a cash contribution to pay part of the project cost.

5. Administration of District requires a "Board of Parking Commissioners." While the City Council cannot assume this title, it can place one or more councilmen on the Board. The Board of Parking Commissioners adopts the methods of operation, rates, makes decisions on parking meters, determines whether lots will

APPENDIX B
STATE SAMPLE SCENIC CORRIDOR ORDINANCE

Declaration of Intent

It is declared to the intention of this ordinance to protect the rights of the property owner to the maximum possible extent within the concept of preserving the scenic character of land designated as a scenic corridor to the maximum possible extent.

Ordinance

To preserve the beauty and scenic character of those portions of (State Highway Route) designated as scenic corridors by the State of California, the people of (City or County) do ordain as follows:

1. Current land use can be changed in the direction of reverting to nature without reference to this governing body. Changing current land use in the direction of changing the character of type of land use or intensification of current usage or development of any kind may be done only with approval of this governing body.
2. In requesting approval for a change in land use, the landowner shall submit a detailed plan of the proposed change including a site plan showing the existing site conditions and the effect on the site by the proposed change. The proposed change in land use will be required to be compatible with the General Plan of development for the (City or County) where such is in existence. The Board will approve only such plans of change in land use which are compatible with the General Plan and which otherwise do not contribute materially to the deterioration of the scenic character of the zone. The detailed land and site plan shall consist of drawings showing the parcel of land involved, its relationship to surround-

ing parcels, topographic features, typical profiles of significance, elevations and cross sections, where pertinent, descriptions of existing site and land use and proposed site and land use, photographs -- aerial or terrestrial, colored or black and white and any other information deemed useful or necessary to determine the impact of the proposed change on the scenic character of the environment.

3. Off-site outdoor advertising within the scenic corridor will not be permitted. Signs are permitted which:
 - a. Advertise the sale or lease of the property.
 - b. Designate the name of the owner or occupant of the premises, or
 - c. Advertise goods manufactured or produced or services rendered on the property;

except that signs which move or have animated or moving parts or are illuminated by moving or flashing lights will not be permitted. Nonconforming signs shall be removed within one year of adoption of this ordinance.

4. Landscaped areas of scenic corridors shall be compatible with the provisions of the Scenic Element of the General Plan of the (City or County). Earthmoving operations which expose soil surfaces to the elements shall be followed by operations to reestablish vegetation to bind the soil together so as to prevent water or wind erosion, and reestablish a natural vegetation appearance.
5. The design and appearance of new structures and/or equipment proposed shall be compatible with the scenic setting or environment and shall not conflict with the Scenic Element of the General Plan.

HOUSING ELEMENT

NOVEMBER 1980

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SECTION I: INTRODUCTION AND SUMMARY

A. INTRODUCTION

This document is the Housing Element of the City of Imperial Beach. The fundamental purpose and intent is to: (1) provide a framework for responding to locally-identified needs, and (2) fulfill the statutory and regulatory requirements of housing elements. Consequently, this Housing Element focuses on the identification of need and describes various ways and methods of meeting this need. Therefore, it provides guidance and direction to City officials on actions that can be taken to meet housing needs. In addition, this document responds to the statutory requirement of Section 65302(c) of the California Government Code that each city and county include, as a mandatory component of its general plan, a housing element which:

- Consists of "standards and plans for the improvement of housing and for the provision of adequate sites for housing," and
- Makes "adequate provision for the housing needs of all economic segments of the community."

This housing element also fulfills the requirement that local housing elements be developed pursuant to regulations established by the Department of Housing and Community Development in accordance with the Administrative Procedure Act (Government Code Section 50459). The regulations initially promulgated by the Department were nearly identical to the Housing Element Guidelines originally adopted by the Commission of Housing and Community Development in 1971. These guidelines were subsequently revised and on November 17, 1977 the Department promulgated the revised regulations. The revised Housing Element Guidelines (HEGs) provide a regulatory framework which focuses on two fundamental components of the local planning effort:

- The evaluation of housing needs of all economic segments of the community, and
- The development of a housing program which makes adequate provision for these identified needs (Section 6416)

Each of these components are addressed in the following sections of the Imperial Beach Housing Element.

B. SUMMARY OF HOUSING ELEMENT

The Housing Element for the City of Imperial Beach is essentially organized according to the subject areas included in the guidelines adopted by the State Department of Housing and Community Development in 1977. Conclusions and findings with respect to housing needs are discussed at end of Section II.

This section essentially discusses prevailing housing conditions. The housing-related goals and policies, as derived from the Policy Plan, are discussed in Section III. The implications of these goals and policies, as well as suggested approaches to outstanding problems and obstacles, are discussed in Section IV -- the Housing Program. The final section of this document proposes specific implementation programs and ordinances.

SECTION II: INVENTORY OF HOUSING NEEDS

This section of the housing needs analysis provides data on existing conditions related to housing demand. The purpose of this data presentation is to identify the housing needs of the City of Imperial Beach, particularly the City's unmet housing needs. Once these needs have been identified and examined the City can begin the appropriate actions to alleviate, or eliminate, the problems.

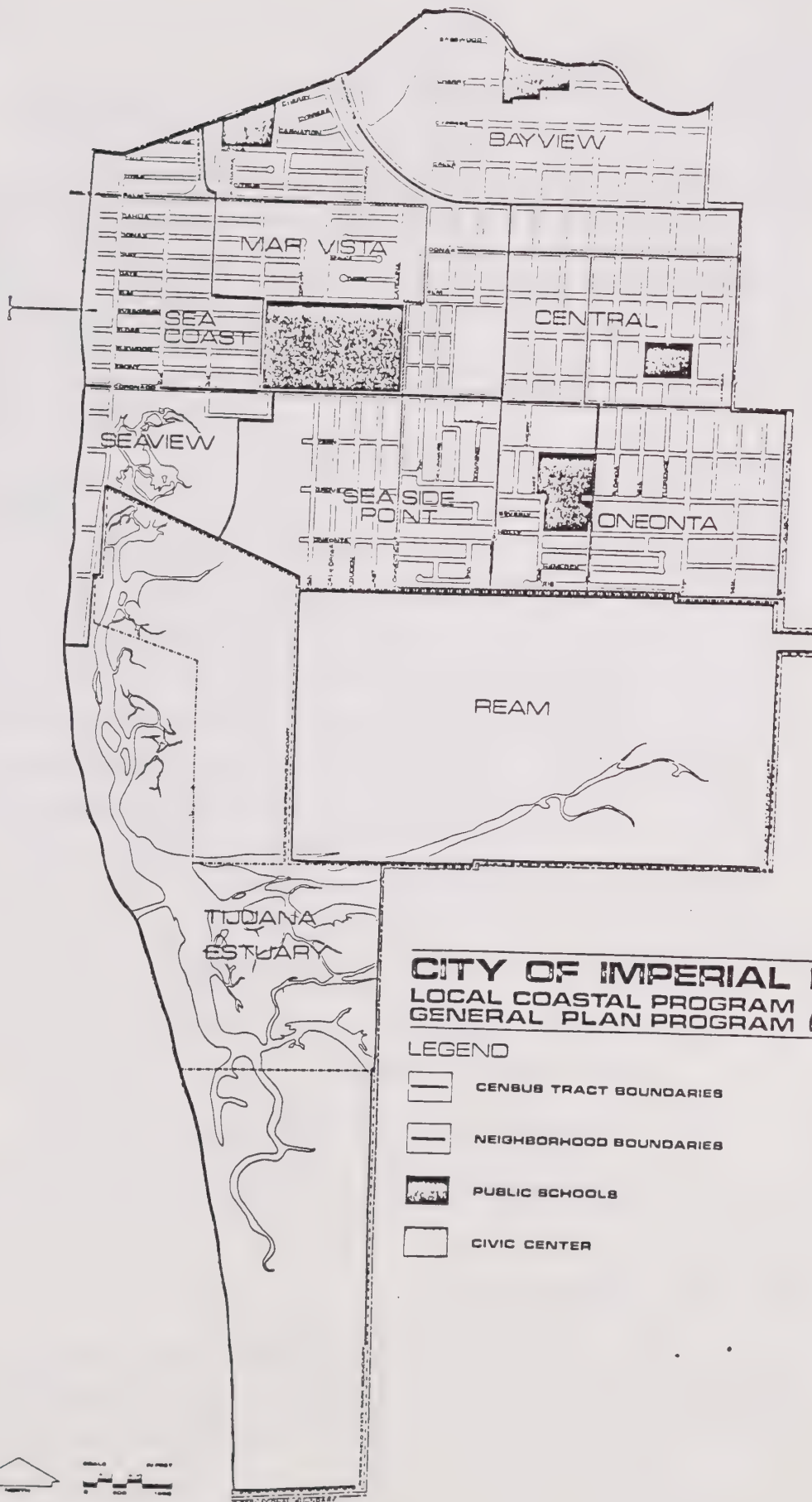
In particular, four characteristics have an extensive influence on the quantity of housing units for which there is a demand within a specific geographical area: population, household stock, and housing market. The influence of these variables is explained and statistically described in the first four parts of this section. These four segments of housing include in their composition, number of persons and households residing in the City, age characteristics of the population, ethnic characteristics, household size, mobility of the household, income levels and amount paid for housing, overcrowding, age of housing units, tenure and availability of land for future residential development.

Where appropriate, the data is presented by one of three study areas:

- (1) That area within the jurisdictional boundaries of the City of Imperial Beach.
- (2) Sub-areas of the City, namely census tracts.
- (3) A housing market area as it relates to demand for market-rate housing.

A. POPULATION CHARACTERISTICS





Housing demand depends in part on an area's population and its characteristics. And, since the primary unit of demand is a household, it is necessary to distinguish the household versus group



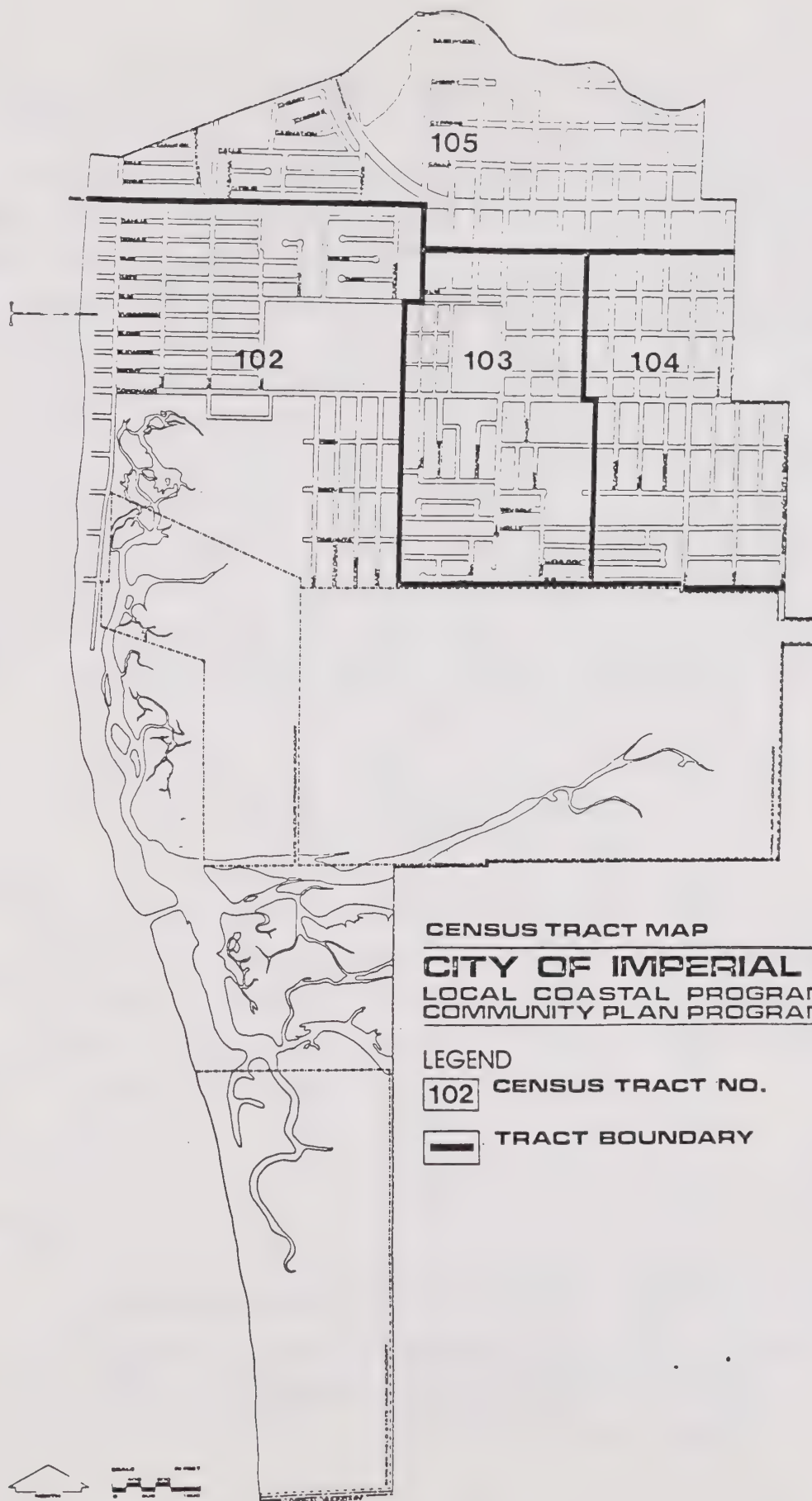
CITY OF IMPERIAL BEACH **LOCAL COASTAL PROGRAM** **GENERAL PLAN PROGRAM**



LEGEND

-  CENSUS TRACT BOUNDARIES
-  NEIGHBORHOOD BOUNDARIES
-  PUBLIC SCHOOLS
-  CIVIC CENTER





CENSUS TRACT MAP

CITY OF IMPERIAL BEACH

LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



LEGEND

102 CENSUS TRACT NO.

TRACT BOUNDARY

in group quarters (i.e., the non-household population segment) is information essential for deriving estimates as well as forecasts of the number of households. The household is the primary unit of housing demand. At the time of the 1975 Special Census there were an estimated 6890 households in the City of Imperial Beach. The estimated number of households by January 1979 was 7400. The table below indicates the updated estimates by census tract. Census Tract 102 had the largest number (2265) and highest percentage (30.6%) of total households. Census Tract 103 with 1308 households, had the fewest households. The table also shows that an estimated 55.1 percent of all households live in single-family units (including mobile homes), and 44.9 percent live in multiple-family dwellings. Census Tract 102 is also the area with the largest number (1213) and highest percentage (53.6% of households residing in multi-family dwellings. The neighborhood with the highest percentage (69.0%) and largest number (134) of households residing in mobile homes is located in Tract 105.

H-2
NUMBER OF HOUSEHOLDS BY CENSUS TRACT:
IMPERIAL BEACH

Census Tract	SF*		MF		Total	
	N	%	N	%	N	%
102	1052	46.4	1213	53.6	2265	30.6
103	1035	79.1	273	20.9	1308	17.7
104	946	49.0	984	51.0	1930	26.1
105	1043	55.0	854	45.0	1897	25.6
Total	4076	55.1	3324	44.9	7400	100.0

*Mobile homes are included in single-family category

Source: California State Department of Finance, Controlled County Population Estimates, San Diego, January 1979.
California State Department of Finance, 1975 Special Census, Imperial Beach.

Household Size

Household size has a great effect on the number of households that will exist among an area's household population. The average household size, technically speaking, is the household population divided by the number of occupied housing units. As a measure, it consolidates and summarizes several demographic and economic impacts on the housing market: the effect of marriage and divorce, births and deaths, doubling and undoubling of both subfamilies and secondary families as well as economic factors such as income gains facilitating household formation by primary individuals. It is possible to have a decrease or increase in the number of households in an area while maintaining stationary household population. A decline in household size will tend to increase the number of households. Conversely, when the average household size increases, it will tend to decrease the number of households.

The average household size for Imperial Beach is greater than that of San Diego County (2.81 and 2.63). The City of Imperial Beach has experienced a slight decline in household size since 1970. According to the 1970 U.S. Census, the City had an average household size of 3.3 persons. By the 1975 Special Census this had decreased to 2.95 persons per household, while in 1979 the average household has declined to 2.81 persons. While the population between 1975 and 1979 has grown by approximately 500 persons, the number of housing units also has increased by over 500 units, reflecting the smaller household size.

Household Income

Income strongly influences housing demand. The relationship of income to prices and rents partially, though not completely, determines the ability of households to acquire housing suitable to their needs. When incomes rise, existing households will tend to seek higher quality housing. Such income gains also tend to increase household formations

as subfamilies and secondary families will tend to acquire their own housing.

The level of expenditure or percentage of income spent on housing provide insight on the distribution of current housing need. When housing is not available at prices or rents which are considered "affordable," then families are forced to spend a higher proportion of their incomes for housing. Affordable housing is conventionally described as housing, either rental or owner occupied, which costs no more than 25% of the family's monthly income, or in the case of homeowners, which costs no more than 2.5 to 3.0 times the household's annual income.

Below is shown housing expenses as a percentage of income by household size. As shown, in Imperial Beach 27.8 percent of all households allocate 25 to 34 percent of their income to housing while 14.3 percent allocate 35 percent or more. Generally, the incidence of overpayment bears little correlation to family size.

H-3
RENT/INCOME RATIO BY HOUSEHOLD SIZE:
CITY OF IMPERIAL BEACH

PERCENT OF INCOME	HOUSEHOLD SIZE (# PERSONS)															
	Unknown		1		2		3		4		5		6+		TOTAL	
Less than 25%	406	62.8	906	57.1	618	54.7	425	56.4	194	64.5	144	71.0	97	63.4	2790	58.4
25 - 34%	145	22.4	439	27.6	357	31.6	235	31.2	73	24.2	35	17.2	18	11.8	1302	27.3
35% & Over	96	14.8	243	15.3	154	13.7	93	12.4	34	11.3	24	11.8	38	4.8	682	14.3
TOTAL:	647	100.0	1588	100.0	1129	100.0	753	100.0	301	100.0	203	100.0	153	100.0	4774	100.0

Source: California State Department of Finance, Special Census 1975, Imperial Beach.

If these percentages were projected with the city's current number of households (7400), then approximately 2060 households pay between 25-34 percent of their monthly income for housing, and 1060 pay in excess of 35 percent.

The City of Imperial Beach has traditionally ranked below San Diego County in terms of median household income. According to the 1975 Special Census, the county-wide median household income was approximately \$10,980, while for Imperial Beach the figure was \$8720. The U.S. Department of Housing and Urban Development established \$16,800 as the median income for a San Diego County family of four as of July 30, 1979. The median incomes county-wide for various size households are indicated below.

H-4

SAN DIEGO COUNTY MEDIAN INCOME
1979

<u>Household Size (Persons)</u>	<u>Median Income</u>
1	\$11,750
2	13,450
3	15,150
4	16,800
5	17,850
6	18,900
7	19,950
8	21,000

Source: U.S. Department of Housing and Urban Development,
July 30, 1979.

It is estimated that the 1979 median income for a household in Imperial Beach is approximately \$13,300 (family of four).

Tenure

Tenure, or owner versus renter occupied housing, is an important force

in the housing market, especially in Imperial Beach which has a high percentage of transients. The current tenure distribution influences mobility within the existing stock as well as generates demand for the construction of particular housing types. Tenure preferences or propensities are related to income and household composition and age of household head. This is particularly true in Imperial Beach's situation due to the City's military aspects. In view of their temporary assignments and low pay, few military families choose to purchase homes in the area. In addition, tenure is related to the incidence of overpaying; usually more renters than owners pay more for housing than they can afford.

Below is indicated owner/renter propensities by housing type. As shown, 64.3 percent of all households in Imperial Beach are renters with the remaining 35.7 percent being owners. This information contrasts with the data shown on the following table which estimates that 56.6 percent of the households in San Diego County are owners and 43.4 percent are renters. Also indicated, the tendency is for ownership rates to steadily increase as income rises. For instance, the majority of households with incomes of \$10,000 or less are renters while the majority of those with an income greater than \$10,000 are owners. Moreover, nearly nine of every ten households with incomes of more than \$35,000 are owners.

H-5
Household Tenure by Housing Type

TENURE	MISC.		SINGLE FAMILY		MULTI-FAMILY		MOBILE HOME		TOTAL	
	#	%	#	%	#	%	#	%	#	%
Own	2	20.0	1879	57.3	82	3.4	131	75.3	2085	35.7
Rent	8	80.0	1394	42.7	2316	96.6	43	24.7	3761	64.3
TOTAL	10	100.0	3264	100.0	2398	100.0	174	100.0	5846	100.0

Source: California State Department of Finance, 1975 Special Census, Imperial Beach.

H-6

OWNER AND RENTER PROPENSITIES BY INCOME:
SAN DIEGO COUNTY

Income	% Owner	%Renter
\$3,000	34.7	65.3
\$ 3,000 - \$ 4,999	24.9	75.1
5,000 - 6,999	38.4	61.6
7,000 - 9,999	40.2	59.8
10,000 - 14,999	58.1	41.9
15,000 - 19,999	77.4	22.6
20,000 - 24,999	81.3	18.7
25,000 - 34,999	86.7	13.3
\$35,000+	89.9	10.1
Totals:	56.6	43.4

Source: U.S. Bureau of the Census, 1975 Annual Housing Survey: Housing Characteristics For Selected Metropolitan Areas, "San Diego, California Standard Metropolitan Statistical Area," Part C, Table 1.

Overcrowding

Overcrowding is relative to the affordability of the housing unit. Larger families whose income does not permit them to afford adequate size housing are often forced to live with overcrowded conditions. These families are limited by the availability and cost of larger housing units.

The conventional index for overcrowding is 1.01+ persons per room, while 1.51+ persons per room is considered severe overcrowding. A "room" is generally defined as habitable space; i.e. bedrooms, living rooms, and family rooms. Kitchens, bathrooms, patios are excluded. Changes in the number of overcrowded households may be related to changes in average household size. As average household size decreases, overcrowding also

declines and vice versa.

The 1970 U.S. Census indicated that the City of Imperial Beach had 703 overcrowded households, and that the average household size was 3.3 persons per household. By 1975, the average household size had declined to 2.94 pph and in 1979 it was down to 2.8 pph. According to the Housing Needs Assessment prepared by San Diego County, March 1977, the City of Imperial Beach has approximately 159 households which are classified as overcrowded.

These statistics are not entirely representative, however, of the overcrowding problem in the City of Imperial Beach. Overcrowding is not evenly dispersed through the city's population. Minority groups and low income groups which exist in Imperial Beach normally have much higher than average ratios of overcrowding.

C. HOUSING CHARACTERISTICS

The number of housing units as well as the distribution of the inventory by structural type are key factors in the current status of the housing market. Such data provides insight on significant segments of the housing market within each of the areas that are subject to analysis. In addition, information on housing stock by type indicates the diversity of the housing market within the City. Moreover, the number and distribution of housing units can be compared to previous benchmark statistics to reveal growth levels and rates and shifts in geographical emphasis and housing preferences.

Housing Stock by Type

The following table indicates the number and percentage distribution of housing units for each census tract. The number of housing units range from a low of 1365 in Census Tract 103 to a high of 2405 in Census Tract 102.

There is a variation in the distribution of housing types. For instance, in Census Tract 103, single-family units account for 79.6 percent of all stock. By comparison, only 43.9 percent of the stock in Census Tract 102 is single-family homes. Of all census tracts, Tract 102 has the highest percentage (53.5%) of multiple-family type units. Mobile homes are present in two census tracts (102 and 105) and comprise 2.5 percent of the total housing stock.

H-7
HOUSING STOCK: IMPERIAL BEACH, 1979

Census Tract	Number of Units				Total
	SF	MF	MH	GQ	
102	1056	1288	60	1	2405
103	1087	278	0	0	1365
104	997	1003	0	0	2000
105	948	923	134	5	2010
Total	4088	3492	194	6	7780

Source: California State Department of Finance, 1975 Special Census, Imperial Beach.
California State Department of Finance, Controlled County Population Estimates, San Diego, Jan. 1979.

The distribution of housing types in the City of Imperial Beach is as follows: Single-family, 52.6 percent; multiple-family, 44.9 percent; and mobile homes, 2.5 percent.

The next table shows change in housing stock by type since 1970. The number and relative percentage of single-family units has dropped since 1970. Single-family homes have gone from 68.5 percent of the stock to 52.6 percent while multiple family units have risen from 27.3 percent in 1970 to 44.9 percent in 1979.

H-8

HOUSING STOCK BY TYPE: 1970-1979

Year	Number of Units				Percentage of Distribution		
	SF	MF	MH	Total	Single Family	Multiple Family	Mobile Homes
1970	4143	1648	254	6045	68.5	27.3	4.2
1975	3971	3038	219	7228	54.9	42.0	3.1
1977	3996	3093	231	7320	54.6	42.2	3.2
1979	4088	3492	194	7774	52.6	44.9	2.5

Source: Comprehensive Planning Organization. "Population for San Diego County by SRA."

San Diego County Population and Housing Estimates, September 1977. Published by the Integrated Planning Office, County of San Diego.

U.S. Bureau of Census, 1970 U.S. Census.

California State Dept. of Finance, 1975 Special Census, Imperial Beach.

California State Dept. of Finance, Controlled County Population Estimates, San Diego, 1979.

Vacancy

Vacancy is stock not yet absorbed by the market. Generally, vacancy is comprised of three separate components which are the sum total of the unoccupied housing stock. Vacancy consists of: vacant for sale, vacant for rent, and other vacant. Other vacant includes: units for seasonal occupancy; newly-built units not yet occupied; structures owned by

persons residing elsewhere; condemned, boarded-up or abandoned housing; and units held off the market for other reasons. The vacancy rate is necessary for determining if there is a sufficient number of housing units to accommodate the housing needs of a community.

It is desirable to have a vacancy rate that balances the economic and social interest of the community. If vacancy rates are so high that the owner cannot afford to maintain his property, the condition of the housing stock is adversely affected. If vacancy rates are too low, the price of housing is artificially and unnecessarily increased and housing choice is diminished. As a general rule, a vacancy rate in which the number of vacant units for sale or rent equals the number of moves made over a one-to-two month period is sufficient to provide adequate housing choice to avoid inflated housing costs without adversely affecting maintenance.

In California, a rental vacancy rate of 6.0 percent approximates the number of moves made by renters in between one and two months. In for sale housing, a vacancy rate of 2.0 percent approximates the number of moves by owners in between one and two months. The desired vacancy rate for Imperial Beach can be determined by multiplying the homeowner percentage (35.7 percent) by 2.0 percent and the rent percentage (64.3 percent) by 6.0 percent and adding the products. Therefore:

$$\begin{aligned} & (.357 \times .02 + (.643 \times .06) = \\ & 0.00714 + 0.03858 = 0.04572 \text{ or } 4.6\% \end{aligned}$$

The Department of Finance housing estimates for January 1979 indicated that Imperial Beach's vacancy was 4.81 percent, slightly higher than what is necessary for adequate mobility and housing choice.

The following table demonstrates the City's vacancy rates since 1970. Historically the vacancy rate for the City has been remaining fairly stable, with little fluctuation.

VACANCY RATE FOR IMPERIAL BEACH: 1970-1979

Year	Total Housing Units	Vacant Units	Vacancy Rate
1970	6045	256	4.2
1975	7228	332	4.6
1977	7320	296	4.2
1979	7774	374	4.8

Source: U.S. Bureau of Census, 1970 U.S. Census

San Diego County Population and Housing Estimates, September 1977. Published by the Integrated Planning Office, County of San Diego.

California State Dept. of Finance, 1975 Special Census, Imperial Beach.

California State Dept. of Finance, Controlled County Population Estimates, San Diego, January 1979.

A comparison of the "desired and actual vacancy rates for Imperial Beach indicates that overall the City's housing stock and housing demand are in relative balance with one another; i.e., that the number of housing units available is meeting the demand for housing units in Imperial Beach. This is not to say that the housing needs are being met. The vacancy rate deals only with numbers and does not directly involve the type, adequacy or cost of housing. Also, the figures provided above are the annual average, including both the highs and lows of the City's seasonal fluctuations. Obviously, the City will experience a very low vacancy rate temporarily during the summer months, as do most beach communities.

Age Characteristics of Structures

The City's housing stock is older, with nearly two-thirds (65.2%) over

fifteen years old. This means that most of the City's housing stock has reached or will reach within the next several years the normal extent of its life span. Therefore, maintenance will play an increasing role in order to extend the economic and structural life of the housing units. Also, replacement of older exhausted units with newer housing units will become more necessary.

H-10

AGE OF HOUSING STOCK: IMPERIAL BEACH

<u>Period Constructed</u>	<u>Number of Housing Units</u>	<u>Percentage of Housing Stock</u>
1975-1979	546	7.0%
1965-1975	2166	27.8%
1950-1964	3801	49.0%
1940-1949	951	12.2%
Prior to 1939	<u>310</u>	<u>4.0%</u>
TOTAL	7774	100.0%

Source: U.S. Census Bureau, 1970 Census, Imperial Beach
 California State Dept. of Finance, 1975 Special
Census, Imperial Beach.
 California State Dept. of Finance, Controlled
County Population Estimates, San Diego,
January 1979.

Substandard Housing Units

According to the 1975 Special Census which surveyed exterior conditions, 99.3 percent of the housing stock is in sound condition. In fact, 1975 Special Census data indicates that only 46 dwellings, or 0.6 percent

of the housing is deteriorated. A recent housing condition survey by Haworth, Carroll & Anderson, Inc. of selected areas of the City further support these figures. The survey indicated that approximately 0.57 percent of the units are in need of minor repairs and 0.14 percent need major repairs. City-wide this would translate to 44 housing units needing minor repairs (deteriorating) and 11 dwellings in need of major repairs (dilapidated). (See Appendix A)

This relatively small percentage of deteriorating or dilapidated units contrasts sharply with the results of the 1960 census and 1972 reconnaissance study of Imperial Beach. The 1960 census found that 9.2 percent of the dwelling units were classified as deteriorate or dilapidated; while the 1972 reconnaissance study of Imperial Beach stated that deteriorating housing had increased in the community during the 1960's. This decline (from 1960-1972) in housing condition can be attributed to a second wave of residential growth consisting of inexpensive apartment buildings and to additional units built onto lots originally zoned as single-family and on duplex zoned lots. (It should be noted that 1970 census did not survey physical condition.)

H-11

HOUSING CONDITIONS: IMPERIAL BEACH 1975

Census Tract	TOTAL DO		SOUND		DET.		DILAP.		INAD. ORIG. CONST.		UNDER EXT. REPAIR		NO RESPONSE	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
102	1084	100	2038	97.8	19	0.9	1	0.0	2	0.1	0	0.0	5	0.2
103	1262	100	1245	98.7	3	0.2	0	0.0	1	0.0	0	0.0	1	0.0
104	1780	100	1765	99.2	9	0.5	1	0.0	0.0	0.0	0	0.0	2	0.1
105	1770	100	1744	98.5	11	0.6	0	0.0	0.0	0.0	1	0.0	4	0.2
Total	6896	100	6792	98.5	42	0.6	2	0.0	3	0.0	1	0.0	12	0.2

Source: California State Dept. of Finance, 1975 Special Census, Imperial Beach.

Rent Distribution

Data on apartment rent distribution, like sales price distribution, and units absorbed reveal the pattern of effective demand for rental housing. The table below shows the number and percentage distribution of apartment units by different rent intervals for the county, suburban major statistical areas, and the city.

Throughout the county and within the south suburban MSA there is a scarcity of apartments renting for \$125 or less (1.1% and 0.1% of the total, respectively). However, within Imperial Beach 7.5 percent of the apartments rent for \$125 or less. In the \$126 to \$200 a month range, Imperial Beach again has a higher percentage of units (57.1%) than that of the county (46.5%) and MSA (30.8%). However, for apartments over \$200, Imperial Beach has a far lower percentage. The amount of more expensive rentals in Imperial Beach has increased since 1975 but has not appeared so due to the number of condominium conversions in this price bracket.

H-12

APARTMENT RENT DISTRIBUTION: 1976

	County		MSA		Imperial Beach	
	N	%	N	%	N	%
Less than \$100	5	1.1	2	0.1	357	7.5
\$100 - \$124	274		0			
\$125 - \$149	1560	46.5	24	30.8	2726	57.1
\$150 - \$174	3296		358			
\$175 - \$199	7100		680			
\$200 - \$224	6121	52.4	1510	69.1	678	14.2
\$225 - \$249	3490		489			
\$250 - 274	1962		106			
\$275 - \$299	1036		210			
\$300 - \$344	223		52			
\$325 - More	668		12			
Unknown	----		---		1013	21.2
	25735	100.0	3443	100.0	4774	100.0

Source: Regional Housing Market Analysis, 1980 Short Term Projections, CPO, June 1978

The following table shows the number and percentage distribution of apartment units by different rent intervals and by household size. Generally, as family size increases, so does the percentage of families in the highest rent interval.

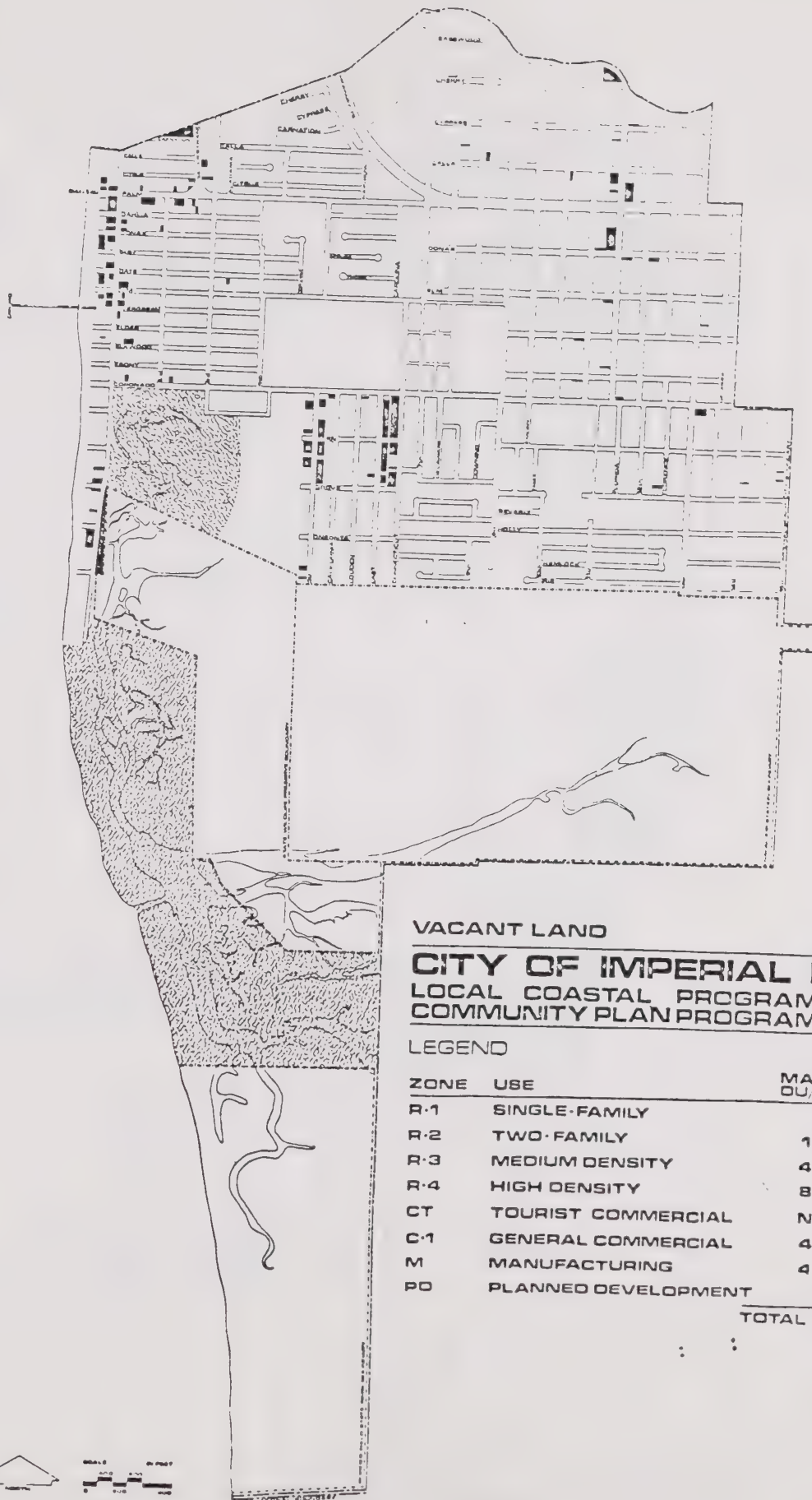
H-13

RENT DISTRIBUTION BY HOUSEHOLD SIZE:
CITY OF IMPERIAL BEACH

RENT	1		2		3		4		5		6 and over	Elderly Households	Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Less than \$70	4	0.6	8	0.5	5	0.5	7	0.9	0	0.0	5	2.5	5	0.7
\$71 - \$125	81	12.5	110	7.0	51	4.5	29	3.9	15	5.0	5	2.5	32	6.8
\$126 - \$200	317	49.0	947	59.6	726	64.3	451	9.9	146	48.5	76	37.4	63	57.1
\$200 & Over	36	5.6	188	11.8	147	13.0	157	20.8	82	27.2	63	31.0	5	14.2
Unknown	209	32.3	335	21.1	200	17.7	109	14.5	58	19.3	54	26.6	48	21.2
TOTAL	647	100.0	1588	100.0	1129	100.0	753	100.0	301	100.0	203	100.0	153	100.0

Sales Price Distribution

Sales prices and units absorbed at certain prices reveal the pattern of effective demand for new housing. When compared to income levels, sales prices provide insight on households that could be priced out of the market. The next table presents the most frequent information on sales price distribution of new homes; detached and attached. The information is presented for the City of Imperial Beach, nearby cities and the County. The sales prices shown are for September, 1977 and do not reflect the rapid appreciation of homes in California over this



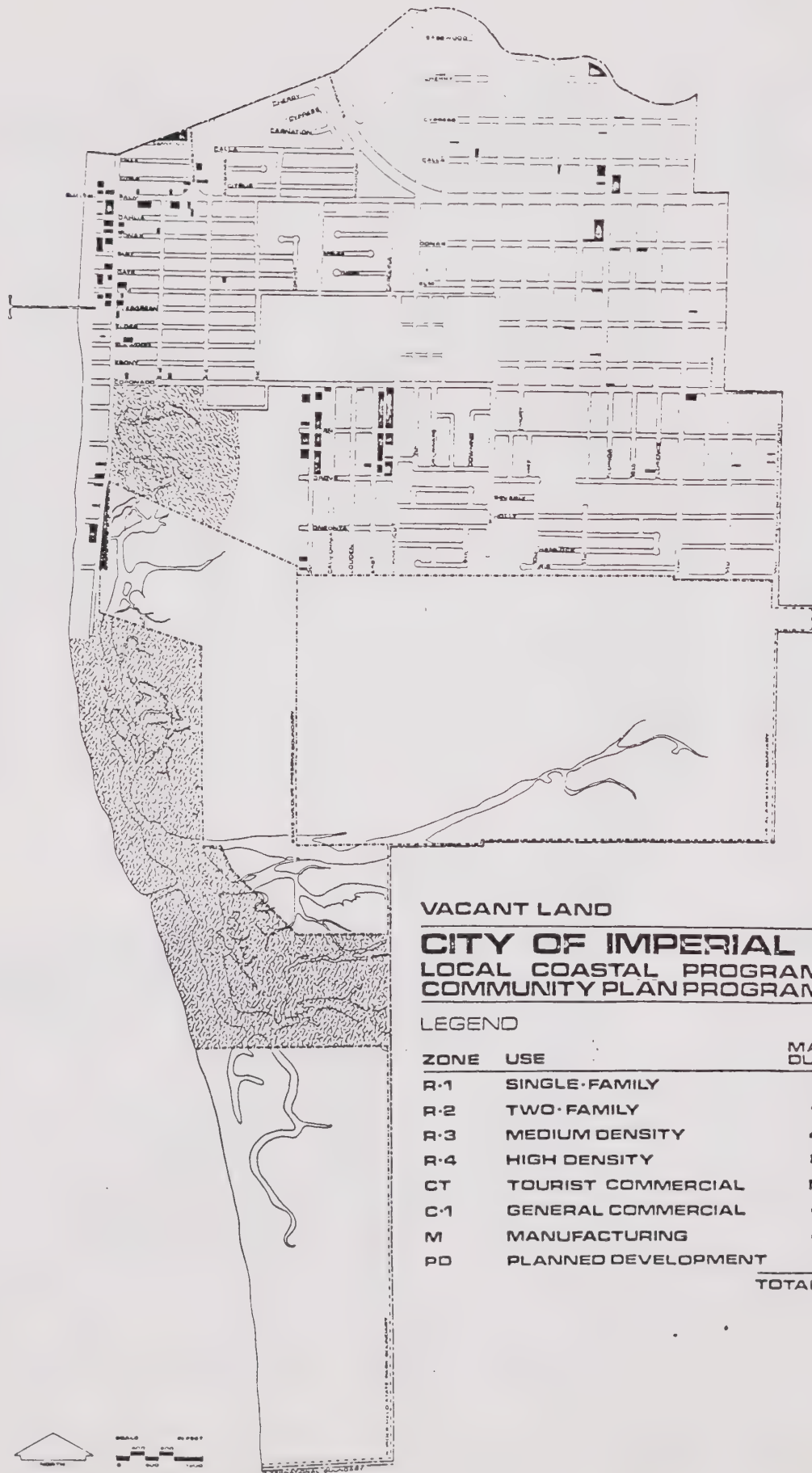
VACANT LAND

CITY OF IMPERIAL BEACH **LOCAL COASTAL PROGRAM** **COMMUNITY PLAN PROGRAM**



LEGEND

ZONE	USE	MAX. DU/AC	ACRES VACANT
R-1	SINGLE-FAMILY	7	9.7
R-2	TWO-FAMILY	14	2.9
R-3	MEDIUM DENSITY	43	.4
R-4	HIGH DENSITY	87	2.7
CT	TOURIST COMMERCIAL	NA	8.4
C-1	GENERAL COMMERCIAL	43	.5
M	MANUFACTURING	43	.6
PD	PLANNED DEVELOPMENT	7	3.1
TOTAL			28.3



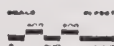
VACANT LAND

CITY OF IMPERIAL BEACH **LOCAL COASTAL PROGRAM** **COMMUNITY PLAN PROGRAM**



LEGEND

ZONE	USE	MAX. DU/AC	ACRES VACANT
R-1	SINGLE-FAMILY	7	9.7
R-2	TWO-FAMILY	14	2.9
R-3	MEDIUM DENSITY	43	.4
R-4	HIGH DENSITY	87	2.7
CT	TOURIST COMMERCIAL	NA	8.4
C-1	GENERAL COMMERCIAL	43	.5
M	MANUFACTURING	43	.6
PD	PLANNED DEVELOPMENT	7	3.1
		TOTAL	28.3



IMPERIAL BEACH, CALIFORNIA

H-
PRICE DISTRIBUTION OF NEW HOMES BY TYPE AND CITY: SEPTEMBER, 1977

New Detached Housing

	Price Range										Median Value
	<u>Under 40,000</u>	<u>55,000</u>	<u>70,000</u>	<u>85,000</u>	<u>100,000</u>	<u>115,000</u>	<u>130,000</u>	<u>145,000</u>	<u>Over 145,000</u>	<u>Total</u>	
Carlsbad	0	288	536	993	400	104	42	10	0	2,373	\$ 75,476
Chula Vista	0	655	1786	226	86	53	53	53	26	2,938	61,837
Coronado	0	0	0	0	0	0	0	0	0	0	0
Del Mar	0	0	0	26	89	89	89	89	27	409	115,084
El Cajon	0	50	351	279	0	0	0	0	0	680	67,393
Escondido	0	717	831	392	0	0	0	0	0	1,940	59,567
Imperial Beach	0	8	59	0	0	0	0	0	0	67	61,483
La Mesa	0	84	17	12	4	0	0	0	29	146	53,036
National City	0	163	0	0	0	0	0	0	0	163	47,500
Oceanside	134	1255	217	56	0	0	0	0	0	1,662	48,331
San Diego	45	6690	2650	2566	654	113	254	96	374	13,442	54,969
San Marcos	10	516	322	27	0	0	0	0	0	875	52,427
Vista	0	82	41	0	0	0	0	0	0	123	51,250
Incorp. Total	189	10,508	6,810	4,577	1,233	359	438	248	456	24,818	58,771
UnIncorp.	42	1,181	1,627	1,199	1,035	226	328	80	101	5,819	70,744
County Total	231	11,689	8,437	5,776	2,268	585	766	328	557	30,637	61,042

SOURCE: First American Title Insurance Company, Housing Impact,
March-1977, June-1977, and September-1977.

last several years. The figures, however, are pertinent as to Imperial Beach's status in comparison to other communities. As an update, the median price for a single family home in April 1978 was \$81,400. The differentiations of sales prices principally reflect qualitative, (e.g., lot and house size) and locational differences. Among new homes, the sales prices have a direct relationship to the current costs of land and construction, and the current profit levels being acquired by homebuilders. In summary, the distribution of sales prices is a key indicator of current market conditions, and moreover, reveals future trends with respect to additions to the housing supply.

The table further shows that about one-third (33.9%) of the new homes in San Diego County commanded a price in the range of \$40,000 to \$50,000. Another one-fourth (26.1%) had a price in the range of \$55,000 to \$70,000. Homes selling for more than \$85,000 represented 14.5 percent of all the new homes for sale or sold last year. For the period shown, 100.0% of the homes sold in Imperial Beach were \$70,000 or less.

D. HOUSING MARKET CHARACTERISTICS

Land Availability

One of the greatest limitations on the development of new housing in the City of Imperial Beach is the lack of developable vacant land. The City contains approximately 2845 acres of land, of which 2533 acres are developed. This represents about 89 percent of the City's land area. Then of the 312 acres which are vacant, only 28.3 acres are developable, the remainder being located in the Tijuana Estuary. Of the 28.3 acres of developable land, approximately 16 acres are presently zoned for residential use, the majority being designated as R-1. The location and specific zoning of the available developable land are shown on the following map.

The one condition which could dramatically alter the City's housing situation is the utilization of Ream Field. Should the air field be vacated by the Navy, which has been discussed, then the City would have an additional 364 acres of developable, principally vacant land. The majority of this land area would probably be designated as residential. The City should remain aware of the changing conditions of this situation due to its potential impact on the community.

New Construction Activity

The table below shows the residential building record for single and multiple-family units in the City from 1974 through 1978. While the number of single-family units constructed remained fairly steady between 1974 and 1977, the year 1978 saw a significant increase. Between the 1975 Special Census and January, 1979, the number of single-family units in the City increased by approximately 100, from 3971 to 4088. The majority of residential activity in the City of Imperial Beach has been as multiple-family units. The number of units has increased by over 450 units between 1975 and 1979, from 3038 units to 3492 units. Based on CPO housing projections, the multiple-family dwelling construction trend should continue to play a dominate role in the City's future growth.

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Building Permit Activity - 1974 - 1978

YEAR	Number of Permits		Number of Units		Valuation		Average Valuation Per Unit	
	SF	MF	SF	MF	SF	MF	SF	MF
1978	44	43	44	315	\$2,446,358	\$6,935,777	\$56,054	\$22,018
1977	65	27	65	150	2,905,370	3,579,846	44,698	23,866
1976	42	21	42	135	1,776,109	2,698,716	42,288	19,990
1975	24	12	24	30	855,137	659,781	35,631	21,997
1974	37	17	37	108	971,590	1,434,488	26,259	13,282

Source: City of Imperial Beach, Building Department

Housing Constraints

Before effective and efficient actions can be formulated to address housing needs, an understanding must be developed of those private and public factors which operate to restrict housing opportunities. It is these private and public constraints which influence how the production and rehabilitation of housing can meet specified needs. Some of these factors, particularly within the private or market sector, are beyond the control of local governments. On the other hand, certain other factors can be influenced by strong local program efforts. Still others, public or governmental factors, are themselves the result of local government programs and actions. A careful evaluation of these market and governmental constraints will assist the City of Imperial Beach in identifying those areas which can be most influenced to yield the desired effects.

• Market Constraints

A considerable number of factors go into determining the cost of market-rate (private) housing. The developer must determine for which housing demand his project will be targeted and then evaluate the feasibility of the project based on land cost and improvement, construction costs, financing and profit.

-- Land and Improvement Costs. The primary costs associated with land include its acquisition or market price and the level and type of improvements necessary. These costs usually are 20-25 percent of the final sales price, and sometimes up to 35 percent for more expensive property.

Land improvements include curbs, gutters, sidewalks, street lighting, landscaping, utilities (water, sewer, electrical, telephone) and storm drains. These improvements are estimated to normally cost \$4,000 - \$7,000 per unit, dependent on the condition of existing improvements in the area.

By far, the most significant contributor today to the final market price of a home is the cost of the basic land. The City of Imperial Beach actually has three sub-areas which determine the cost of land. The first and most expensive area is the ocean-view beach front, west of First Street. Along here vacant property sales for approximately \$33-35 a square foot. Directly east of First Street and for about three blocks back, the price is half of this - \$11-20 a square foot. Vacant land in the remainder of the City, away from the beach area, has a median sales price of about \$4.00 a square foot.

The majority of the City's remaining vacant residential land is located on or near the ocean. With land prices well in excess of \$15 per square foot, this is a major obstacle to providing affordable housing.

-- Construction Costs

Construction costs represent approximately 40-50 percent of the sales price for a home today. In Imperial Beach at the present time, construction costs for an average single family house is approximately \$28 per square foot. For a "typical" 1800 square foot house, the cost of construction would be about \$50,400.

Delays in the development process can contribute significant additional costs to the price of a new home. In Methods of Reducing Housing Costs, prepared by the Orange County Cost of Housing Committee, it is estimated that the final sales price will be increased by approximately 1 to 1.5 percent for each month of delay. This is primarily due to the considerable rate of inflation in both construction materials and wages. Obviously home prices may be minimized by a shortened permit process.

-- Financing

The significant jump in interest rates over the past several years has had a major impact on both homebuyers and renters. Currently, the

interest rates for owner-occupied single-family homes are 11.75-12.00 percent. Rental units and interim or construction loans are significantly higher. This high cost of borrowing money directly affects homebuyers and renters. For renters the cost of financing the loans is passed on from the landlord. For homebuyers, the cost is directly assumed, as shown by the table:

H-16
Monthly Costs For Housing Loan

<u>Amount Financed</u>	<u>9%</u>	<u>9.5%</u>	<u>10%</u>	<u>10.5%</u>	<u>11.0%</u>	<u>11.5%</u>	<u>12.0%</u>
\$30,000	\$241	\$252	\$263	\$274	\$286	\$297	\$308
40,000	322	336	351	366	381	396	411
50,000	402	420	439	457	476	495	514
60,000	483	504	527	549	571	594	617
70,000	563	588	614	640	667	693	720
80,000	644	673	702	732	762	792	823
90,000	724	757	790	823	857	891	926

Source: Realty Computer, Professional Publishing Corporation.

An additional obstacle for the first time home buyer is the amount of downpayment required by the lending institutions. Conventional home loans require a downpayment of 10-20 percent of the sales price. Two sources which require significantly less are VA loans (no downpayment) and FHA loans (5-10 percent downpayment). These types of loans are less used today than previously because of the points, or additional percent which the seller must pay. In today's housing market, it is difficult to find sellers who will pay these extra points.

-- Profit

These costs are not directly influenced or controlled by the City. However, they are normally calculated on a percentage basis. Therefore,

implementation of production cost reductions will also cause a lower dollar costs attributable to raw profit.

The amount and percent of raw profit is subject to variation. In the case of single-family detached housing, it has been found that projects ranged from 10 to 15 percent. For townhouse and condominium units, the profits may range from 8 to 10 percent. However, profits can exceed these levels particularly when economic conditions create a "seller's" market, such as exists today. During such times when demand is exceedingly high, profits may exceed 20 percent, although the "standard" profit currently is about 15 percent.

● Governmental Constraints

While governmental constraints may be created from Federal, State and local actions, the intent of the Housing Element is to deal with these constraints which local governments can most directly control. The City of Imperial Beach affects the development of housing through its zoning code, building code, fees, environmental assessment procedures and its compliance with coastal commission procedures.

If the City of Imperial Beach's housing program is to effectively deal with the recognized housing needs, then it is essential that the City take definite steps to eliminate those unnecessary regulatory barriers which may exist which constrain the expansion of housing choice in the City.

-- Land Use and Development Controls

The City of Imperial Beach General Plan and Zoning Code will be providing the basis for guiding future residential development in the City. Because Imperial Beach is primarily a developed, urban community, much of the impact of the Zoning Code will be through code enforcement and its influence on housing maintenance. The Zoning Code provides for a full range of residential types and densities. As described previously, new development will play only a minor role due to the lack of developable vacant land.

-- Local Services and Facilities

As a highly developed urban community the majority of necessary infrastructure, such as streets, lighting, sewers, water, etc., are present. The cost of land improvements that the developer will bear is quite minor in comparison to an undeveloped semi-rural area. The developer, however, is still responsible for the provision of certain improvements, i.e., curbs, gutters, sidewalks, street lighting, sewers and mains, where they may still be lacking.

Generally, the City development standards relating to design and amenities are not excessively high. This is particularly true when taken in comparison to the development requirements of other communities in San Diego County. These considerations and the availability of utilities and services are significant factors in the City's contribution to the housing supply.

-- Utilization of State and Federal Programs

The failure of communities to establish local administrative apparatus to allow full utilization of available State and Federal programs may operate to restrict housing choice. While the removal of constraints related to land use controls, the provision of services and facilities and the permit process may free the private sector to provide least cost housing, it is up to the City to provide for the administration of State and Federal programs necessary to provide for the households requiring housing assistance.

The City of Imperial Beach has already initiated steps for the elimination of these constraints. The City has developed several programs, such as the HCDA Rehabilitation Program, and has been involved with the Section 8 Program through the San Diego County Housing Authority.

-- Article 34

By requiring referendum approval of all low-rent housing projects

"developed, constructed or acquired in any manner" by any state public body, Article 34 of the State's Constitution poses an obstacle to the delivery of housing suited to the needs of lower-income households. Since, however, the City of Imperial Beach is operating as part of the San Diego County Housing Authority, Article 34 should have little direct effect on the City.

-- Local Permit Process

A number of steps are required in the approval of any specific project. These steps consist of permits and inspections performed by the Planning and Building Department. These processing steps are often blamed by developers as causing unnecessary delays which increase the cost of housing. While this is valid in certain instances, it is not born out in the case of Imperial Beach. Currently, the City's processing time for development approvals is relatively short. No significant time savings would be achieved by incorporating any "short-cuts". Imperial Beach's permit process includes the assessment of any environmental impacts by potential projects, as is mandated by state law under the California Environmental Quality Act (CEQA).

Approximately 95 percent of the City's remaining residential vacant land is within the coastal zone. In addition to approval by Imperial Beach, the Regional Coastal Commission for the area must grant approval for any projects. The City will assume the approval power for their area within the coastal zone when the City's Local Coastal Plan (LCP) is approved (estimated date - July, 1980).

Permit and inspection fees are charged by the City to cover the cost of permit processing, inspections, environmental assessments and to assist in the delivery of vital services such as water, sewers, storm drains and street lighting. At the present, the City's fees are among the lowest in San Diego County and do not cover processing costs.

E. UNMET HOUSING NEEDS

Immediate and Future Needs

Population growth forecasts and housing unit projections for Imperial Beach have been completed and adopted by the Comprehensive Planning Organization of the San Diego Region (CPO) as part of their Series IV Regional Growth Forecasts. Imperial Beach is projected to have only a minimal growth rate between now and 1995. Imperial Beach's estimated population in 1975 was approximately 20,800. By 1995 the city's population is expected to rise to about 22,600 persons. As shown below, the vast majority of the City's increase will be taking place in Census Tract 102.00 which is the beach front area. The other census tracts will experience only a marginal increase or a decline in population.

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CITY OF IMPERIAL BEACH PROJECTED POPULATION GROWTH

<u>Census Tract</u>	<u>1975</u>	<u>1985</u>	<u>1995</u>	<u>Overall Change (%)</u>
102.00	6100	6600	8100	34.4%
103.00	4200	4300	4300	1.8%
104.00	5400	5400	5300	- 1.3%
105.00	<u>5100</u>	<u>5000</u>	<u>4900</u>	- <u>2.9%</u>
TOTAL	20800	21300	22600	8.7%

Source: Series IV Regional Growth Forecasts, CPO, 1977

Estimates of future growth prepared in the Land Use Element concur with CPO's overall population figures but project "build-out" as occurring earlier, by approximately 1990.

The current housing trend for the City indicates some growth in single-family units, but with the majority of development taking place as multiple-family housing. It is projected that this trend will continue. Based on the

availability of land (described in a previous section), and the recycling or redevelopment of existing residential properties, the Land Use Element has projected that the City can accommodate an estimated additional 400 housing units. This is not including the potential but unknown development of Ream Field. The development of these 400 additional housing units should include approximately 100 single-family units and 300 multiple-family dwelling. The multiple-family units will occur primarily along the southerly portion of First Street, along the beach front. This additional development should occur within the next 5-10 years or by 1990.

According to the current Housing Element Guidelines, each locality located within a general housing market area is to be assigned a "fair-share" of non-market rate housing need. The housing need includes the current and projected need of non-market rate households. "Non-market rate households" means households who, as determined by the allocating entity, do not have the financial capability to meet their housing needs without sacrificing other needs (Section 6410(p)). The allocating entity is a Council of Governments; in Imperial Beach's case this is the Comprehensive Planning Organization of the San Diego Region (CPO).

CPO has recently completed its fair-share allocation process and has determined that the City of Imperial Beach will have a responsibility for providing 50 fair-share housing units. This is comprised of 24 low-income units and 26 units for moderate-income households. These are projected for over the next 5 years.

Therefore, the City can expect an increase of approximately 450 housing units (both fair-share and market-rate housing) by 1990. These units will be utilized by the increased population (1200 persons) and by present residents living in smaller households.

Special Needs

The single largest segment of Imperial Beach's population is the military. According to the Housing Needs Assessment prepared by the County of San Diego in 1977, the City of Imperial Beach had approximately 2550 military families or households living within its jurisdiction. Since forecasts indicate that both the number and distribution of this group will remain constant through 1980, it is estimated that approximately 34 percent of the City's households are military households. The housing problems of the City's military households are significant and have been included as part of the City's special needs population; i.e., minorities, female head of household and single-parent households.

These three segments may be mutually inclusive to one degree or another, in that both the groups and their housing needs may overlap at times.

-- Minority Households

Minority heads of household represent 13.1 percent (969 households) of all households in Imperial Beach. This compares with a figure of 12.5 percent minority heads for San Diego County and 19.7 percent for Major Statistical Area-2, (South Suburban) in which Imperial Beach is located. On a county-wide basis by city, only National City at 35.3 percent, Oceanside at 15.4 percent and San Diego at 15.6 percent have higher percentages of minority heads of household.

Census Tract 102.00 with 9.12 percent minority household heads, is the only census tract in Imperial Beach with less than 10.0 percent minority heads. The largest concentration of minority heads of household is found in Census Tract 104.00 with 310 households (17.4%). Census Tracts 103 and 104 contain 13.2 and 13.4 percent minorities, respectively.

-- Single-Parent Households

Single-parent households represent 407 (6%) of all households in Imperial Beach. As shown on the next page, the highest concentration of single-

parent households is 129 households located in Census Tract 102.00 along the beach front.

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SINGLE PARENT HOUSEHOLDS
BY CENSUS TRACT AND SEX

<u>Census Tract</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
102	14	115	129
103	21	47	68
104	19	87	106
105	<u>21</u>	<u>83</u>	<u>104</u>
TOTAL	75	330	407

Source: California State Department of Finance, 1975 Special Census, Imperial Beach.

-- Female Head of Household

Female heads of household comprise a significant portion of Imperial Beach's household population. Female heads numbered approximately 1009 households (14.7%) according to the 1975 Special Census. In comparison to the county-wide percentage (21.5%), Imperial Beach's female heads of household is a relatively small portion.

Affordability

Income is a fundamental factor of housing demand and need. The level of expenditure or percentage of income spent on housing provides insight on the distribution of current housing need. When housing is not available at prices or rent which is considered "affordable" then families are forced to spend a higher proportion of their incomes for housing. Affordable housing is conventionally described as housing, either rental or owner occupied,

FEMALE HEADS OF HOUSEHOLD BY CITY: SAN DIEGO COUNTY, 1975

City	1975 Total Households	Female Heads		1977 Total Households	Estimate Female Heads		1975 Unknown
		N	%		Based on Percent	Based on 1.075	
Carlsbad	7,071	1,370	19.5	8,673	1,692	1,473	50
Chula Vista	26,370	5,110	19.5	27,816	5,429	5,493	187
Coronado	6,342	1,616	25.5	6,881	1,756	1,737	8
Del Mar	1,973	503	25.6	2,077	532	541	9
El Cajon	22,051	5,110	23.3	24,466	5,711	5,493	158
Escondido	18,375	3,989	21.9	20,187	4,413	4,288	129
Imperial Beach	6,896	1,009	14.7	7,024	1,033	1,085	36
La Mesa	16,516	3,831	23.2	17,660	4,102	4,118	67
National City	12,982	2,839	21.9	13,230	2,902	3,052	37
Oceanside	19,899	3,818	19.3	22,914	4,420	4,104	104
San Diego	173,843	67,149	24.7	285,390	70,422	72,185	1,718
San Marcos	3,539	462	13.1	4,378	572	497	6
Vista	10,422	2,323	22.4	11,375	2,545	2,497	40
Incorp. Total	426,324	99,129	23.4	452,071	105,748	106,564	2,549
Unincorp. Total	112,152	16,065	14.4	120,796	17,379	17,270	491
County Total	538,476	115,194	21.5	572,867*	123,247	123,834	3,040

SOURCE: Comprehensive Planning Organization, INFO 76, Number 8, Vol. 1-14, Table 3.

*Total differs from Table 21 because of different reporting periods.

which costs no more than 25% of the family's monthly income or, in the case of homeowners, which costs no more than 2.5 to 3.0 times the household's annual income.

The next table indicates housing costs as a percentage of income by tenure and income. As shown, 56 percent of all renter households allocate 25 percent or more of their income on housing. Based on 4758 renter households in 1979 this means 2665 renter households are overpaying on their present housing. The comparable figures for owner-occupant households show that 31.3 percent of the households are paying 25 percent or more of their income on their housing. This percentage equates to 827 owner households overpaying on their housing unit.

According to San Diego County's Housing Needs Assessment, prepared in 1977, the City of Imperial Beach had in 1975 approximately 1894 households with annual incomes of less than \$10,000 in need of housing assistance in the form of rent subsidies. \$10,000 in 1975 was approximately 80 percent of the County median, which is the standard definition of lower income. Based on the current HUD established median income for San Diego County, the upper limit for lower incomes households is \$13,400. Assuming that a similar percentage of households earn below this level, then currently Imperial Beach has approximately 2030 households doing so.

Suitability/Habitability

The housing condition inventory has provided evidence that the vast majority of the City of Imperial Beach's housing supply is in good, sound condition. For instance, according to the 1975 survey which examined exterior conditions, 99.3 percent of the housing stock is in sound condition. In fact, the 1975 data indicates that only 46 dwellings or 0.6 percent of the housing stock were classed as deteriorating and 5 units or 0.1% as dilapidated. These figures are consistent with the results of the 1974 city housing survey conducted by the City of Imperial Beach. This survey concluded that forty-three (43) dwellings should be classed as deteriorated. In terms of percentages, both

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PERCENTAGE DISTRIBUTION OF HOUSING EXPENSES
AS A PERCENTAGE OF INCOME BY INCOME
FOR OWNERS AND RENTERS

<u>Income</u>	<15%		15-19%		20-24%		25-34%		35%+		Total*	
	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>
<\$3,000	--	--	--	0.4	--	0.4	--	3.7	100.0	95.5	3,900	24,400
\$ 3- 4,999	--	0.9	--	2.2	3.3	4.8	13.3	12.8	83.3	79.3	3,000	46,000
\$ 5- 6,999	--	0.9	1.4	3.3	5.4	7.9	37.8	41.9	55.4	45.9	7,400	32,900
\$ 7- 9,999	2.9	3.4	9.6	13.3	19.1	30.5	34.6	38.9	33.8	13.8	13,600	44,200
\$10-14,999	11.4	13.8	22.3	33.1	20.7	33.8	31.0	15.6	14.7	3.7	36,800	45,600
\$15-19,999	24.3	5.1	24.3	31.8	25.8	13.3	22.8	2.9	2.7	0.6	40,300	17,300
\$20-24,999	42.5	61.6	31.4	17.4	17.1	16.3	4.0	4.7	--	--	29,950	8,600
\$25-34,999	57.0	73.6	28.1	20.8	9.9	3.8	5.0	1.9	--	--	24,200	5,300
\$35,000+	80.3	96.3	18.3	3.7	0.7	--	0.7	--	--	--	14,200	2,700
Totals:	30.2%	12.7%	22.0%	13.7%	16.6%	17.7%	18.8%	20.0%	12.5%	36.0%		
Totals:	52,300	29,200	38,200	31,400	28,700	40,700	32,500	46,900	21,600	82,800	173,300	229,900

* For owners, the figures include only the units with a mortgage and exclude "not computed" and "not reported." For renters, the data exclude "not computed."

SOURCE: U. S. Bureau of the Census, 1975 Annual Housing Survey: Housing Characteristics for Selected Metropolitan Areas, "San Diego, Calif. Standard Metropolitan Statistical Area," Part C, Table 1.

surveys conclude that 0.6 percent of the housing is deteriorated. Both these previous surveys have been confirmed by spot-check surveys in 1979. (Appendix A)

Due to the fact that most of the remaining substandard housing units (26) are located in census tract 102.00, the need for rehabilitation is emphasized in this area. This tract is highly developed and will probably have fewer older units replaced in the future and will need definite rehabilitation actions to halt further physical deterioration.

Despite the reduction in the number of deteriorated and dilapidated units, the exterior housing quality survey and other data pertaining to the existing stock show that there are a variety of housing improvement needs. Although it is difficult to develop definitive categories of needs, it is evident that Imperial Beach has housing preservation and rehabilitation needs.

-- Preservation

This need refers to proper and correct levels of maintenance as well as making necessary minor repairs in order to prevent the housing supply from showing signs of deterioration or eventually becoming substandard. Indications of the magnitude of this need relate to the age of the housing stock and the types of housing conditions found about structures needing housing improvements.

-- Rehabilitation

This need refers to housing improvements that involve more than routine maintenance and minor repairs. It involves the correction of several minor or a few major structural conditions as well as the replacement of obsolete interior and exterior housing components. As such, rehabilitation usually involves improvements to the substandard portion of a community's housing. However, a rehabilitation also can include major alterations to a dwelling - such as through remodeling in order to make it more suitable to meeting user and community housing needs.

The 1975 Special Census indicated that there were an estimated 51 sub-standard dwellings in the City of Imperial Beach in need of replacement or rehabilitation. The majority of these units are located in Census Tract 102.00.

Overcrowding

The 1970 U.S. Census indicated that the City of Imperial Beach had 703 overcrowded households. At that time, the average household size was 3.3 persons per household. By 1975 the average household size had decreased to 2.94 pph and in 1970 it was down to 2.8 pph. According to the Housing Needs Assessment prepared by San Diego County, March 1977, the City of Imperial Beach had approximately 159 households classified as overcrowded based on 1970 census data.

SECTION III: GOALS AND POLICIES

A fundamental purpose of any Housing Element is to create a framework or guide for the specific actions relating to housing that the City will implement in the future. This framework and implementation actions are the two components of the City's Housing program. To develop the framework, it is necessary to establish housing goals, policies and priorities. This section of the Imperial Beach Element, therefore, discusses one part of Imperial Beach's Housing Program--goals, policies and priorities. The implementation phase of the Housing Program is described in Section IV.

Prior to listing the recommended goals, policies and priorities, however, background data are reviewed which bear on the setting of local goals. This background data includes a review of Federal, State and Regional Housing Element Goals (to which Imperial Beach's goals are to be consistent)

A. FEDERAL

As part of the Housing and Community Development Act of 1974 (the primary Federal implementation tool on housing), the United States Congress established the following goal and policy statement:

The primary objective of this title is the development of viable urban communities, by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low and moderate income. (Italics added) Consistent with this primary objective, the Federal assistance provided in this title is for the support of community development activities which are directed toward the following specific objectives:

- the elimination of slums and blight and the prevention of blighting influences and the deterioration of property and neighborhood and community facilities of importance to the welfare of the community, principally persons of low and moderate income;

- the elimination of conditions which are detrimental to health, safety, and public welfare, through code enforcement, demolition, interim rehabilitation assistance, and related activities;
- the conservation and expansion of the Nation's housing stock in order to provide a decent home and a suitable living environment for all persons, but principally those of low and moderate income;
- the expansion and improvement of the quantity and quality of community services, principally for persons of low and moderate income, which are essential for sound community development and for the development of viable urban communities;
- a more rational utilization of land and other natural resources and the better arrangement of residential, commercial, industrial, recreational, and other needed activity centers;
- the reduction of the isolation of income groups within communities and geographical areas and the promotion of an increase in the diversity and vitality of neighborhoods through the spatial decon-
- centration of housing opportunities for persons of lower income and the revitalization of deteriorating or deteriorated neighborhoods to attract persons of higher income; and
- the restoration and preservation of properties of special value for historic, architectural, or aesthetic reasons.

It is a Federal requirement that plans and programs created or established with the use of Federal monies must be consistent with the above goal and policies statement.

B. STATE

The California Legislature established as the State policy on housing Section 6404 of the Housing Element Guidelines, which states the following:

The Legislature has found the subject of housing to be of vital statewide importance and has declared the early attainment of a decent home and a satisfying environment for every Californian to be a priority of the highest order.

The Housing Element Guidelines further created the following policy objectives in Section 6450 (a) with which the City's goals, policies and priorities are to be consistent:

- The provisions of decent housing in a satisfying environment for all persons regardless of age, sex, race, marital status, ethnic background, sources of income, or other arbitrary factors.
- The provision of housing selection by location, type, price, and tenure.
- The development of a balanced residential environment with access to employment opportunities, community facilities, and adequate services.

Also, the policies selected by the City should address the following policy areas:

- Preserving housing and neighborhoods (Section 6452).
- Preserving affordability (Section 6454).
- Planning for adequate sites (Section 6456).
- Accessibility--including non-discrimination (Section 6458).
- Adequate provision for the housing needs of all economic segments (Section 6450).

C. REGIONAL

The Comprehensive Planning Organization of the San Diego Region (CPO) has established the following housing goals:

Housing

- I. Overall Goal: Assure that every individual and family in the San Diego Region has a decent home in a healthy living environment.

II. Protect and enhance the environment in which housing exists.

- A. Prohibit or restrict as appropriate housing development in all areas designated as open space.
- B. Encourage residential development appropriate to the terrain in order to keep grading to a minimum.
- C. Prohibit housing development in areas in proximity to severe flight patterns or abutting major roadbeds and zone such areas exclusively for compatible uses.
- D. Assure adequate useable open space, landscaping and facilities standards in all new development, particularly higher density condominiums or planned residential developments.
- E. Support private and public rehabilitation programs to assist low-and moderate-income households to maintain property and neighborhoods.

III. Establish and maintain uniform minimum standards for housing.

- A. Eliminate blight and present deterioration within existing urban and rural neighborhoods throughout the Region.
- B. Enunciate clear local government policies and financial commitment to public improvements and services within older neighborhoods.
- C. Provide inspection services for rental housing at least every three years in neighborhoods more than ten years old to insure code compliance.
- D. Maintain the Uniform Building Code (structural, electrical, mechanical) as current and similar as possible among the various jurisdictions.
- E. Maintain sufficient and adequately trained staff to enforce all zoning, building, housing, safety, and fire codes and ordinances.
- F. Seek more uniform designations and requirements of permitted uses among the various zoning ordinances within the Region
- G. Seek uniform adoption of agreed upon development standards (between building contractors and building officials) for all jurisdictions within the Region.
- H. Permit and encourage innovative design not only by cluster and planned residential and planned unit development but by more flexible use of the standard zoning ordinances in residential zones.
- I. Permit and encourage the use of various factory built housing components and forms.

- IV. Support local, state and federal actions which serve to improve the climate for housing which meets the needs of all groups and which serves to upgrade the community as well.
 - A. Support state legislation which would ultimately shift the burden of services from the property tax to more equitable sources of taxing.
 - B. Support local ordinance changes which would allow the more extensive use of urban renewal tools for major redevelopment.
 - C. Explore the use of regular public housing programs by local public agencies particularly for such groups as the elderly.
 - D. Seek an adequate and predictable level of public or private funding for housing programs.
- V. Establish an area-wide housing agency with both program and service features.
 - A. Assure the consistent availability of an adequate supply of housing to meet the needs of all groups.
 - B. Utilize all applicable federal housing assistance programs.
 - C. Assist nonprofit and limited profit groups in sponsoring moderate-income housing projects.
 - D. Collect and promulgate necessary data relating to housing.
 - E. Provide information and referral services for all.

D. INTERRELATIONSHIP OF HOUSING GOALS WITH OTHER GOALS

The several goals areas which provide the basis for the overall Regional Comprehensive Plan cannot be viewed in isolation from one another. All of the subject areas are interrelated and two areas, Physical Form and Human Resources, are particularly closely related to housing. Therefore, a few of the more pertinent goals from these areas have also been used to guide the work of the Housing Advisory Committee in the preparation of the Housing Plan. The following important goals from the Physical Form section have been instrumental in the work of the Committee:

Adopt and implement a Regional Development Plan characterized by a series of well planned, economically balanced communities encompassing a wide variety of residential densities and housing types.

A. Plan for Balanced Communities on a regional level with particular attention to the location of low-and moderate-income housing services.

1. Permit orderly conversion of one land use to another to help create better balanced communities.
2. Develop concentrated subregional activity centers--with commercial, governmental, cultural and related uses.

A fundamental area of concern related to housing is assurance of equal opportunity to all. In order to reflect the commitment of the Housing Advisory Committee to this concept the following goal from the Human Resources section of the Goals Report was approved.

Overall Goal: Create equality of opportunity for participation and individual choice in every facet of life--social, political, and economic.

The above goal was considered too general, however, to express an unequivocal position in the area of equal opportunity. No additional suitable or specific goals could be found in the already adopted Regional Goals and Objectives. In order to relate equal opportunity specifically to housing and to reflect recent governmental positions, the Housing Advisory Committee recommended the following additional goal:

Support federal, state and local open housing policies and laws which assure every individual the right to live wherever he shall choose regardless of race, creed, color, sex, age or political affiliation.

These Housing Goals serve as the basis for the housing policy and program components discussed in the next section of this report.

E. COASTAL ACT

The Coastal Act provides for policies to which a local coastal program must conform. Generally the Coastal Act states:

Housing opportunities for persons of low- and moderate-income shall be protected, encouraged, and where feasible, provided... New housing in the coastal zone shall be developed in conformity with the standards, policies, and goals of local housing elements adopted in accordance with the requirements of subdivision (c) of Section 65302 of the Government Code.

Further, the Act requires that certain policies be addressed. These applicable policies include:

- o Consistent policies supporting the protection, encouragement, and provision of low- and moderate- income housing within the coastal zone.
- o Designation of areas within the coastal zone where existing low- and moderate-cost housing should be protected.
- o Portions of the local Housing Element related to the provision of low- and moderate-income housing in the community and standards, goals and policies for new development.
- o Program to protect, encourage and provide low-and moderate-income housing within the coastal zone, including: housing and neighborhood rehabilitation; housing subsidies, and public housing provisions, to the extent funding is available.

= Finally, the LCP Work Program for Imperial Beach approved by the California Coastal Commission established the following Housing Goal:

Provision and/or retention of adequate housing opportunities for persons of low- and moderate-income.

F. RECOMMENDED GOALS, POLICIES AND PRIORITIES

1. GOALS

The purpose of the Goals section is to establish a general framework for the more specific objectives and programs discussed in later sections. The following presents a compilation of housing goals organized according to the five subject areas that should be covered in a housing element.

Goal I: Housing Supply and Affordability

It is the goal of the City to provide a supply of housing that varies sufficiently in cost, design, style, tenure and type to meet the economic and social needs of every existing and future resident of the City.

Goal II: Neighborhood Preservation

The City shall provide residential districts and housing units within the City of Imperial Beach with adequate services and facilities, elimination of substandard housing units, and maintenance and upkeep of the existing housing supply.

Goal III: Housing Preservation

The City of Imperial Beach shall work towards a balanced and stabilized ratio of housing types which encourages the preservation of existing housing stock.

Goal IV: Housing Opportunity

The City shall make housing opportunities available to all income groups in all the neighborhoods of Imperial Beach without

discrimination on the basis of race, religion, ethnicity, sex, age, marital status or household composition.

Goal V: Adequate Provision

The City shall provide a range of programs which maximize the opportunities to participate in programs to preserve the existing housing stock that is presently in standard condition; to provide for the rehabilitation of eligible occupied and vacant units to promote the occupance of all eligible vacant units, to provide for the relocation of households out of units beyond rehabilitation; to promote the construction of replacement housing in all price ranges and to promote the infill development of vacant residential parcels in all price ranges.

The second step in the development of a housing program is the selection of policies for each goal. Policies are courses of action chosen from among many possible alternatives which guide decision making. The suggested policies listed by area of concern for Imperial Beach are as follows:

Goal I: Housing Supply and Affordability

- *To exert the City's influence in closing the gap between incomes and housing prices and rents.*
- *To establish programs aimed at making affordable housing units available at no more than 25-30 percent of gross monthly income (or 2.5 x 3.0 times each household's gross annual income) depending on whether they are buyers or renters.*
- *To achieve coordination and uniformity in all regulations relating to housing.*
- *To provide opportunities for new construction methods and housing types to increase the supply of housing for all segments of the population.*

- *To implement existing financing vehicles and stimulate the development of innovative financial techniques that will reduce housing costs.*
- *To reduce the processing and review time by City government to the maximum extent possible, with priority processing for affordable housing projects.*

Goal II: Neighborhood Preservation

- *Maximize the opportunity to coordinate the plans, programs and policies of all City departments in order to create a planned, orderly and city-wide residential development program adequately and efficiently served by a balanced system of transportation, community facilities and services sensitive to the environmental and economic characteristics of the community.*
- *Provide for the creation and maintenance of a housing data base interrelated with all City departments in order to monitor all housing characteristics including, but not limited to, single family, multi-family, mobile home, motel, hotel, convalescent home and boarding house residences.*
- *Maximize the opportunities to support and participate in programs which would assist households in need of monetary housing assistance, housing rehabilitation, housing replacement and/or housing counseling services.*

Goal III: Housing Preservation

- *To plan for and monitor the adequate delivery of public services and provision of public facilities to all residents, especially to those whose needs are the greatest.*
- *To establish incentives to maintain the existing stock in good condition, preserving affordability.*

- *To maintain and improve levels of environmental and aesthetic quality in all residential areas which do not induce unnecessary cost.*
- *To promote development design which provides for maximum possible residential security and safety.*

Goal IV: Housing Opportunity

- *To carry out an inclusionary housing program through provision of incentives aimed at achieving success.*
- *To establish land use and related measures which expand job opportunities in low income areas.*
- *To urge expansion of federal housing assistance programs acceptable to the community, for low and moderate income households.*
- *To expand affirmative action efforts to provide equal opportunity in housing.*
- *To assure the fairness and adequacy of compensation and relocation assistance to persons and families displaced by public improvements.*

Goal V: Adequate Provision

- *To provide housing for existing and future persons employed within the City of Imperial Beach.*
- *To assist in making occupancy, transfer of ownership and maintenance more feasible for new and existing housing occupants.*
- *To provide for location of a variety of affordable housing within a 30-minute peak hour travel time of major employment to reduce congestion, community costs, freeway use and preserve air quality.*
- *To provide for the widest possible distribution of rental housing so that choice of location and cost exists.*

- *To locate low and moderate income housing in proximity to core public services, public transportation and shopping to reduce use of scarce resources and travel costs.*
- *To provide opportunity for all segments of the population, with emphasis on low-income minority groups, elderly and developmentally disabled to obtain decent housing and a suitable living environment within the City.*

SECTION IV. HOUSING PROGRAM: IMPLEMENTATION

A. ALTERNATIVE HOUSING PROGRAMS

This report provides descriptions of various housing programs which could serve to aid the City of Imperial Beach in meeting its identified housing needs. These programs are grouped into three "need" categories:

- Housing Assistance
- Housing Rehabilitation
- Housing Preservation

Each "need" category contains several programs whose aim is to address certain housing needs. The alternative programs which follow, however were selected as being most relevant to the needs of Imperial Beach, essentially to satisfy the following:

- Maximizing the number of families to be served
- Reduction of substandard dwelling units
- Reduction, where possible, of non-conforming residential units in industrial areas
- Minimizing additional staffing needs on the part of the City
- Avoiding long-term revenue commitments on the part of the City

It is anticipated that the City will select some of the programs identified and presented here, and discard the remainder. Programs selected will be subject to further detailed breakdown on how they would be implemented.

HOUSING ASSISTANCE PROGRAMS

The opportunity for households to pay a reasonable amount of their income for housing is a basic housing need. Because of the need to spend a portion of their income on other consumption items, families are limited in the amount which they can reasonably contribute toward shelter. Sometimes families decide to spend more on housing and, thereby, sacrifice other necessities. As housing economist Wallace Smith has stated: "...an unduly high housing cost as a percentage of income ... may not be associated with substandardness in the dwelling and indeed can be a consequence of the family's determination to secure adequate housing."

The existence of high housing expense to income ratios is evidence that members of the community are unable to meet the basic housing need of reasonable housing expenditures. "The existence of very high ratios," Smith has stated, "should tell a community that some of its members are subsidizing the housing market by denying themselves food, medical care, or other things of which they are badly in need. This is a type of housing program which is all the worse because it cannot be seen."

Housing assistance needs are related to the basic need for reasonable housing expenditures. More specifically, it refers to the need, by some families, for financial assistance on a long-term basis so that they may reduce the amount and percentage of income that they are now or would be required to spend on shelter.

Overpaying is the usual indicator of the inability to meet the basic need of reasonable housing expenditures. Generally, it is measured on the basis of whether families must spend more than

25 percent of their gross monthly income on housing, including rent or payment, taxes and utilities. An additional indicator includes overpaying by families residing in existing subsidized developments as well as the current waiting lists for these developments.

An additional characteristic which indicates the need for housing assistance is overcrowding. It is a characteristic that has shown significant decline in recent years, but still stands as a major obstacle to adequate and reasonable housing.

PROGRAM ALTERNATIVES

1. Section 235 Program -- Assistance Payments for Home Ownership

- (a) Purpose: To aid lower-income families to acquire homeownership. (However, assistance payments may be used to assist a family owning a standard home to purchase a new home, but a family owning a home must sell its present property and may not rent that property out to another and occupy the subsidized unit.) Assistance is limited to mortgagors who purchase for occupancy new or substantially rehabilitated single-family or condominium units.
- (b) Method of Assistance: Assistance is in the form of monthly payments by HUD to the mortgagee to reduce interest costs on an insured market rate home mortgage to as low as four (4) percent if the homeowner cannot afford the mortgage payment with 20 percent of his income. This method of assistance can have a substantial impact on the monthly mortgage payment. A \$40,000 mortgage with a term of 30 years requires a monthly payment of \$411 with twelve (12) percent interest rate and \$147 with a four (4) percent interest rate.
- (c) Maturity: The mortgage must provide for complete amortization not to exceed 30 years from the date of the beginning of amortization of the mortgage.
- (d) Amount of Subsidy: The amount of subsidy will vary according to the income of each homeowner and the total amount of the mortgage payment at the market rate of interest.

- (e) Income Limits: Families must have an adjusted annual income which does not exceed 100 percent of the median income for the local area (\$16,800 for family of four), with adjustments for similar or larger families. There is no restriction on assets.
- (f) Maximum Mortgage Amount: Generally, a mortgage shall not exceed \$32,000 for a single-family dwelling or a one-family unit in a condominium, except that such amount may be increased to \$38,000 in the case of a family with five or more persons. In high cost areas, the maximum mortgage amount cannot exceed \$38,000 or \$44,000 for a family with five or more persons.
- (g) Downpayment Requirements: The mortgagor must have paid three (3) percent of the acquisition cost.

2. Section 8 Housing Assistance Payments Program

- (a) Purpose: To provide assistance to low and very low-income families in newly constructed, existing, or substantially rehabilitated dwellings.
- (b) Method of Assistance: The housing assistance payment covers the difference between the contract rent (i.e., total rent payable to the owner of an assisted unit, including the tenant's contribution) and the portion of this rent that is payable by the family (which varies between 15 percent and 25 percent of gross income)
- (c) Eligible Owners: Either public bodies or private entities, including cooperatives, can qualify as owners and receive housing assistance payments on behalf of subsidized tenants under the program.
- (d) Eligible Units: These include:
 - Single-family units
 - Multi-family apartments
 - Congregate housing (common kitchen facilities)
 - Mobile homes (new construction only for renters, not homeowners)

- (e) Income Limits: Low-income families are defined as earning no more than 80 percent of the local area median income (\$13,440 for a family of four). Very low-income families are defined as earning no more than 50 percent of the area median income (\$8,400). Adjustments are made for larger or smaller families.
- (f) Tenant Contribution: Assisted tenants must pay no less than 15 percent, and no more than 25 percent, of their gross income. The following types of tenants cannot be charged more than 15 percent of their gross monthly income for rent:
- Large (six or more minors) very low-income families
 - Very large (eight or more minors) low-income families
 - Families with "exceptional medical or other expenses" as determined by HUD
- (g) Leased Housing in Existing Units: The Section 8 program places emphasis on the utilization of the existing housing stock. Although the leased housing program in existing units is substantially that described above, there are significant features which apply only to it.
- (1) Eligible Sponsors: Assistance in existing units is financed through the use of Annual Contributions Contracts (ACC) to public housing authorities. These contracts enable the housing authorities to make housing assistance payments on behalf of eligible families to private owners leasing safe, sanitary, and decent units.
- (2) Amount of Housing Assistance Payment: As in other parts of the leasing program, the housing authorities payment to the owner is limited to the difference between the contract rent and the tenant's contribution--between 15 and 25 percent of income.
- (3) Certification of Family Eligibility: Housing authorities administering ACCs for Section 8 assistance in existing housing are responsible for certifying eligible tenants and issuing Certificates of Family Participation. These documents certify that the family may participate in the program and are proof to a prospective landlord that the housing authority will assist the tenant in meeting rental obligations according to legislative requirements and HUD's regulations.

- (4) Expiration of Eligibility Certificate: Persons holding Certificates of Family Participation must find a suitable unit for housing authority approval within 60 days of their issuance, after that, the Certificate expires. Extensions may be granted for another 60-day period; allowing one certificate to lapse may not preclude a family from applying for another at a later date.
- (5) Application Requirements: In order to receive a Certificate of Family Participation, the family must apply for it, and show that it meets the income criteria specified for the program. The Certificate applies only in the jurisdiction of the housing authority; it may not be used to obtain housing outside of that area. Families holding Certificates in one jurisdiction wishing to move to another are eligible to receive assistance in their new residence as long as they secure a Certificate from the appropriate housing authority.
- (6) "Finders-Keepers Policy:" A holder of a Certificate of Family Participation shall be responsible for finding an existing housing unit suitable to the holder's needs and desires in any area within the housing authority's jurisdiction. A holder of a Certificate may select the dwelling unit which the holder already occupies if the unit qualifies as existing housing.

3. California Housing Finance Agency (CHFA)-- Multi-Unit Direct Lending Program

- (a) Purpose: The primary function of the CHFA is to sell tax-exempt bonds and use the proceeds to finance housing with below-market interest rate loans. AB9 allows the agency to issue up to \$300 million in tax-exempt revenue bonds and \$150 million in taxable revenue bonds. Under terms of Section 802 of the 1974 Housing and Community Development Act, the taxable bonds can receive a one-third interest subsidy. This section has not yet been implemented by the U.S. Department of Housing and Urban Development; therefore, the maximum capacity of the Agency to make loans in its first year is \$300 million.
- (b) Direct Loans: The agency is authorized to make construction and permanent loans up to 95 percent of the total development costs to a profit-motivated mortgagor and up to 100 percent to a mortgagor which is a non-profit corporation.

- (c) Mixed-Income Approach: Each development proposal will be evaluated from the standpoint of its capacity to sustain market rents, thereby responding to the effective demand of middle-income persons and families. Each development is to provide opportunities to low- and moderate-income individuals and families who will be assisted with rental subsidies as provided by the Section 8 program.
- (d) Site Selection Criteria: Prior to making a mortgage loan commitment, the Agency must determine that the site has "sufficiency of access...to supporting social services, transportation, schools, employment, and retail merchants" and that "the location...is consistent with the Agency's policies of dispersing housing developments throughout communities and of avoiding undue concentration of persons and families of low income."
- (e) Income Definitions: The income definitions employed by CHFA correspond to those used by HUD.
- (f) Priority Setting: In its site selection process, CHFA will assign priority to those communities that have succeeded in, or are in the process of, preparing a local housing element and housing assistance plan.

4. Community Redevelopment Agencies

- (a) Purpose: Community Redevelopment Agencies are authorized under the Community Redevelopment Law (Health and Safety Code section 33000 et seq.) to carry out redevelopment programs at the local level. A CRA is established by city ordinance, subject to a referendum, declaring the need for such an agency to function in the community. The governing board of a CRA is appointed by local legislative body and may be either a separate body or the same as the local legislative body. Most redevelopment agencies, however, are headed by city council members. The legislature has declared it a fundamental purpose of redevelopment, in addition to increasing employment opportunities for low-income persons, to expand the supply of low- and moderate-income housing.

The agency can sue and be sued, acquire property by eminent domain, assemble and dispose of property, construct public improvements, borrow money from any public or private source, and engage in a wide range of government and development activities mandated by redevelopment law.

- (b) Method of Assistance: In plans or amendments adopted after January 1, 1976, CRAs, at a minimum, must develop, on a one-to-one basis, replacement housing for all units destroyed or removed from the low- and moderate-income housing market as a part of a redevelopment project. The overall plan or amendment must demonstrate that at least 30 percent of all new or rehabilitated dwelling units developed by the CRA will be for low- and moderate-income persons, and, of this, at least 50 percent must be for persons of low-income. Where a plan or amendment was adopted prior to January 1, 1976, the CRAs are authorized to replace low- and moderate-income units destroyed or removed pursuant to the project. The replacement units may be built inside or outside the redevelopment area. Community Redevelopment Agencies do not have authority to operate rental housing projects, and must sell or lease such developments within a reasonable time after construction.

(Refer to Item No. 6, S.B. 99.)

5. Apartment Incentives Program

- (a) Purpose: The aim of this program is to provide to apartment developers/investors incentives to rent some units in a new development at the Section 8 Fair Market Rents for existing housing, thereby helping to meet low- and moderate-income rental housing needs.

The primary rationale for this approach is that a developer/investor can obtain the same or greater gross income if a portion of the units were rented at the Fair Market Rents and the remainder at normal market rents. It is assumed that usually an apartment owner projects gross income at a 95 percent occupancy rate times the market rents. The theory of this approach is that an 80- or 90-percent market rent occupancy rate at the Section 8 Fair Market Rents would equal or exceed the gross income gained at the 95-percent market rent occupancy rate.

- (b) Program Objectives:

- To utilize the private sector to build new partment housing on land that is already zoned for multi-family land use and which has secured most, if not all, governmental approvals.

- To serve as directly as possible the needs of low- and moderate-income families that now live in Imperial Beach especially large families (five or more persons).
 - To achieve new construction aimed at meeting the needs of low- and moderate-income households as quickly as possible by avoiding HUD processing of new construction applications.
 - To have such new construction be as similar as possible in terms of density, design, appearance and height as other developments in the community.
- (c) Developer Cooperation: For a program such as this to work, close coordination is required between the City of Imperial Beach and the Area Housing Authority. In addition, the City must initiate development incentives. However, the City could not grant these incentives unless there is evidence that the developer is serious about leasing some units under the provisions of the Section 8 program. This evidence could take the form of an initial agreement between the AHA and the developer that funds are available to assist families in the proposed development.
- (d) Method of Assistance: Tables 1-3 illustrate how the program could work. Table 1 shows expected gross income on the basis of 95 percent of the units being rented at the market rents. The hypothetical development consists of 100 units with 50 2-bedroom and 50 3-bedroom units. The rental rates have been varied to account for a range of housing costs. Each of the rates, however, are higher than the Fair Market Rates of the Section 8 program. The final column indicates the total gross income based on the various rental rates.

Table 2 shows the expected gross income based on 90-percent of the units being rented at market rents and 10-percent and the Fair Market Rents. The amounts in the final column, "Total Gross Income," exceed those of Table 1. Therefore, the program is economically feasible for an owner (i.e., he receives more than the expected gross income) at each of the various rental rates.

Table 3 illustrates the same data based on 20 percent of the units being rented at the Fair Market Rents. Once again, the gross income exceeds that of Table 3, but only for those rent levels close to Section 8 limits.

In conclusion, it appears that the program is economically feasible and could work if appropriate incentives and implementation steps can be initiated. Ten percent density bonuses would add to the feasibility.

Table 1

GROSS INCOME BASED ON A 95% OCCUPANCY RATE

Occupied 2-Bdrm Units	Monthly Rental Rates	Monthly Gross Income	Occupied 3-Bdrm Units	Monthly Rental Rates	Monthly Gross Income	Total Gross Income
48	\$300	\$14,400	47	\$340	\$15,980	\$30,380
48	310	14,880	47	350	16,450	31,330
48	320	15,360	47	360	16,920	32,280
48	330	15,840	47	370	17,390	33,230
48	340	16,320	47	380	17,860	34,180
48	350	16,800	47	390	18,330	35,130
48	360	17,280	47	400	18,800	36,080
48	370	17,760	47	410	19,270	37,030
48	380	18,240	47	420	19,740	37,980

Table 2

GROSS INCOME BASED ON A 90% "MARKET RENT OCCUPANCY"
AND A 10% "SECTION 8 FAIR MARKET RENT OCCUPANCY"

2-Bdrm Market Rents	Market Rent Gross Income ¹	FMR Gross Income ²	3-Bdrm Market Rents	Market Rent Gross Income ³	FMR Gross Income ⁴	Total Gross Income
\$300	\$13,500	\$1,225	\$340	\$15,300	\$1,410	\$31,435
310	13,950	1,225	350	15,750	1,410	32,335
320	14,400	1,225	360	16,200	1,410	33,235
330	14,850	1,225	370	16,650	1,410	34,135
340	15,300	1,225	380	17,100	1,410	35,035
350	15,750	1,225	390	17,550	1,410	35,935
360	16,200	1,225	400	18,000	1,410	36,835
370	16,650	1,225	410	18,450	1,410	37,735
380	17,100	1,225	420	18,900	1,410	38,635

¹ Based on 45 occupied 2-bedroom units with market rents at the various rates, ranging from \$300 to \$380.

² Based on 5 occupied 2-bedroom units with Section 8 Fair Market Rents of \$245 each.

³ Based on 45 occupied 3-bedroom units with market rents at the various rates, ranging from \$340 to \$420.

⁴ Based on 5 occupied 3-bedroom units with Section 8 Fair Market Rents of \$282 each.

Table 3

GROSS INCOME BASED ON AN 80% "MARKET RATE OCCUPANCY"
AND A 20% "SECTION 8 FAIR MARKET RENT OCCUPANCY"

2-Bdrm Market Rents	Market Rent Gross Income ¹	FMR Gross Income ²	3-Bdrm Market Rents	Market Rent Gross Income ³	FMR Gross Income ⁴	Total Gross Income
\$300	\$12,000	\$2,450	\$340	\$13,600	\$2,820	\$30,870
310	12,400	2,450	350	14,000	2,820	31,670
320	12,800	2,450	360	14,400	2,820	32,470
330	13,200	2,450	370	14,800	2,820	33,270
340	13,600	2,450	380	15,200	2,820	34,070
350	14,000	2,450	390	15,600	2,820	34,870
360	14,400	2,450	400	16,000	2,820	35,670
370	14,800	2,450	410	16,400	2,820	36,470
380	15,200	2,450	420	16,800	2,820	37,270

¹Based on 40 occupied 2-bedroom units with market rents at the various rates, ranging from \$300 to \$380.

²Based on 10 occupied 2-bedroom units with Section 8 Fair Market Rents of \$245 each.

³Based on 40 occupied 3-bedroom units with market rents at the various rates, ranging from \$340 to \$420.

⁴Based on 10 occupied 3-bedroom units with Section 8 Fair Market Rents of \$282 each.

6. Marks-Foran and S.B. 99

- (a) Purpose: Two recent pieces of legislation enable communities to use their borrowing power to provide financing for low- and moderate-income housing at below-market rates. The Marks-Foran Residential Rehabilitation Act authorizes cities, counties, housing authorities, and redevelopment agencies to issue tax exempt revenue bonds to finance residential rehabilitation; and SB 99 (1975) allows redevelopment agencies to issue revenue bonds in order to provide long-term, low-interest loans to finance residential construction in redevelopment areas.
- (b) Method of Assistance: Under Marks-Foran, loans are made in areas designated for residential rehabilitation by the community through a formal public hearing process. The community must make a commitment to enforce rehabilitation standards on 95 percent of the structures in the rehabilitation area and to provide the public improvements necessary to support rehabilitation.

Specifically, Marks-Foran loans may be used to pay for: work needed for compliance with the city's residential rehabilitation standards; general property improvements not required by the City's residential rehabilitation standards (up to 20 percent of the loan for absentee-owned property and up to 40 percent for owner-occupied property); refinancing of loans on rehabilitated property (provided at least 20 percent of the total loan is used for meeting the city's rehabilitation standards); architectural, engineering appraisal, origination, and other fees.

Marks-Foran loans may also be used to upgrade housing for low- and moderate-income persons outside a residential rehabilitation area and to finance construction of replacement housing.

SB 99 loans are also available at below-market rates for construction of new housing in previously designated redevelopment areas. Therefore, a first step in issuing SB 99 bonds for construction of new housing is the creation of a redevelopment district and adoption of a redevelopment plan.

Both Marks-Foran and SB99 bonds may be issued without a referendum, although SB 99 projects come under the referendum requirements of Article 34 of the California Constitution. Marks-Foran bond issues are not subject to Article 34.

HOUSING REHABILITATION

This area refers to housing improvements that involve more than routine maintenance and minor repairs. It involves the correction of several minor or a few major structural conditions as well as the replacement of obsolete interior and exterior housing components. As such, rehabilitation usually involves improvements to the substandard portion of a community's housing. However, rehabilitation also can include major alterations to a dwelling -- such as through remodeling -- in order to make it more suitable to meeting user and community housing needs.

Within the context of the study to be performed, remodeling refers primarily to expanding the amount of living space in the existing stock in order to meet the space needs of present and future users. Thus defined, the need for remodeling can occur in both the standard and substandard housing supply. Indicators of this need are the floor areas in existing dwellings and the extent of overcrowding. Preliminary indicators are that the need for rehabilitation in the City of Imperial Beach typically extends to new roofs, driveways, interior and exterior painting, the installation of block wall fences, and the creation of patios and kitchen expansions.

The following programs represent alternative vehicles for addressing the question of housing rehabilitation.

PROGRAM ALTERNATIVES

1. CHFA Neighborhood Preservation Program

- (a) Purpose and Methodology: Pursuant to State enabling legislation, the California Housing Finance Agency is charged with the formulation and implementation of a "Neighborhood Preservation Program." CHFA reviews applications from

local governments which have identified concentrated rehabilitation, community improvement, and mortgage funds assistance areas. The Agency then designates neighborhood preservation areas and local governments are then eligible to contract with CHFA for low-interest loans (7-3/4%), mortgage insurance, and technical assistance. A local jurisdiction must implement a code enforcement or compliance program, and make a commitment to utilize other Federal and State programs.

2. Marks-Foran Residential Rehabilitation

- (a) Purpose and Methodology: The Marks-Foran Residential Rehabilitation Act of 1973 authorizes all cities and counties (and agencies thereof) to sell revenue bonds and bond anticipation notes to finance residential rehabilitation loans. The issuance of revenue bonds cannot obligate the city to levy or pledge any form of taxation to retire the bonds. Thus, the bonds, interest and other associated costs are paid for from revenues generated by individual loan payments. The program is restricted to designated areas where the City (or County) is committed to concentrated code enforcement and capital improvements upgrading. The interest rate charged to borrowers is commensurate with the rate paid by the city with additional charges for administration, loan servicing, and default reserve.

3. Section 8 Leased Housing Assistance Payment Program -- Substantial Rehabilitation

- (a) Purpose: The aim of this program is to facilitate the rehabilitation of housing which eventually will receive the benefit of the Section 8 program on behalf of eligible renter families. No funds are available to accomplish the actual residential improvements, however. The agreement to enter into a Housing Assistance Payments Contract is executed between the owner and HUD prior to the start of rehabilitation.
- (b) Program Design: According to HUD regulations, this term refers to the improvement of a property to decent, safe, and sanitary condition and in accord with HUD requirements from a condition requiring more than routine or minor repairs or improvements of such extent as to necessitate execution of an agreement prior to the performance of the work. Substantial rehabilitation may vary in degree from

gutting and extensive reconstruction to cosmetic improvements coupled with cure of substantial accumulation of deferred maintenance. Cosmetic improvements alone do not qualify as substantial rehabilitation under HUD's definition.

The meaning of substantial rehabilitation also includes renovation, alteration or remodeling for the conversion or adaptation of structurally sound property to the design and condition required for use under the Section 8 program (e.g., conversion of a hotel to housing for the elderly).

4. Section 312 Rehabilitation Loans

- (a) Purpose and Design: This program provides HUD loans at a 3-percent interest rate to property owners within designated "target" or "service" areas. By offering low cost monies to residents in these areas, it is anticipated that the rehabilitation of dwellings will take place to such an extent that the overall complexion of the neighborhood will undergo a positive transformation.
- (b) Method of Assistance: Residential units consisting of from 1 to 4 dwellings are eligible for loans of up to \$27,000 and a maximum payback period of 20 years. Since the program is geared to code enforcement items, these types of deficiencies must be corrected by the property owner before consideration can be given to what are called "General Property Improvements."
- (c) Program Characteristics: The program has come under some modification due to recent legislation. The interest rate will be dictated by a yet to be determined sliding scale, and whereas previously no income standards existed, income limitations have now been imposed which have as their basis a criterion of 95 percent of SMSA (Standard Metropolitan Statistical Area) -- \$15,960.

5. Section 235 Assistance Payments for Project Rehabilitation

- (a) Purpose: As in the Section 8 program alternative, the Section 235 program provides a means for encouraging the improvement of the housing stock. However, in contrast to the Section 8 program, which is directed to renter households, the Section 235 program is aimed for homeowners
- (b) Method of Assistance: Assistance, in the form of reduced interest rates, is allowed to mortgagors who purchase for occupancy substantially rehabilitated single-family or condominium units. A property rehabilitated and offered as security for a subsidized mortgage must be fully marketable in the neighborhood without the benefit of the subsidy.

6. Community Development 100-Percent Rehabilitation Cost Grant Program

- (a) Purpose and Design: This program alternative would provide a grant (funded by the City's H/CD monies) to cover the entire costs of the rehabilitation effort. Because "100-percent grants" are an expensive method of effecting improvements to the housing stock, they usually are used only for limited rehabilitation projects. Moreover, some communities have provided grants only in those instances where emergency repairs are necessary and the occupants are very low-income individuals, or families. Emergency repairs might encompass such problems as roof leaks, hazardous wiring, etc. The "100-percent grants," therefore, can be generally applied in extreme cases of very low-income occupants and hazardous, though not overly costly, conditions which can be corrected.

7. Community Development Partial Rehabilitation Cost Grant Program

- (a) Purpose and Design: Partial grants are aimed at encouraging private stock improvement efforts by providing incentives. For example, grants could cover from 10 to 50 percent, or more, of rehabilitation costs with the percentage being determined on the basis of actual costs, or ability to pay. The partial grant could take the form of a rebate as is done in the City of West Covina's "Home Improvement Incentive Program."

Thus far, this program has stimulated improvements to 65 of 300 homes in the community development target area. Under the provisions of this program, any person owning residential property within a designated area is eligible to participate in the program. There are no income requirements. Although a list of eligible improvements has been adopted, any improvement of a permanent nature is generally eligible.

8. Community Development Grant/Loan Rehabilitation Program

- (a) Purpose and Design: Under this program option, grants are made to complement improvement loans issued by either the public or private sector. The purpose of the grant, when combined with the loan, is to enable the property owner to complete all required work and to make money available for rehabilitation at a nominal interest rate. For instance, if the total amount of rehabilitation work costs \$4,000, the property owner could obtain a loan for \$3,000 and be assisted with a \$1,000 grant. This would have the effect of producing a \$4,000 improvement with interest charged only on \$3,000.

9. City Improvement and Restoration Program (CIRP)

- (a) Purpose and Design: The CIRP program is sponsored by the Bank of America in conjunction with participating cities. The Bank and a participating city will enter into an agreement in order to implement the program. The city refers and directs potential borrowers to designated local offices of the Bank of America. The Bank, in turn, performs its customary credit evaluation with respect to the credit-worthiness of each applicant, and informs a designated representative of the city of such judgment. If the city desires that the loan should be made, the Bank shall make the loan to the applicant, taking into account the pledged deposit (described below) to support the loan.
- (b) Sponsor Responsibility: Each loan made by the Bank will be supported by a non-interest bearing deposit account pledged to the Bank by the city. The deposit will be made on a loan-by-loan basis when such loan is

granted. Because the account will be non-interest bearing, the Bank will lower its prevailing interest rate for the rehabilitation loan made under this program. The effective interest rate to the borrower can be as low as 3.75 percent if supported by a 100-percent deposit from the City.

10. Property Improvement Program for Community Development

- (a) Purpose and Design: This program has been devised by the Security Pacific National Bank. It allows a city - through its community development block grant funds - to reduce the interest payments usually due on property improvement loans. For example, the Bank will charge a 12-percent interest rate, but a city can reduce it (for an eligible homeowner) to 3 percent or 6 percent by paying part of the interest amount with CD block grant funds.
- (b) Bank Responsibility: In this program, the Bank will assume all responsibility for credit losses in the program. Also, Security Pacific National Bank will provide all credit investigations prepare documentation and process loan payments. The loans are for 15 years with a maximum loan amount of \$15,000 for single-family structures. The loan period of 15 years as opposed to conventional terms of 5 to 7 years is the single most important factor in reducing the homeowner's monthly payments.
- (c) Eligible Tasks:
 - Additions and alterations to increase livability or usefulness of existing structures, such as rooms, porches, stairways, closets, bathrooms, and entrances.
 - Exterior work to help preserve or protect structures, such as painting, roofing and siding.
 - Interior work to make a structure more livable, such as painting, papering, plastering, new flooring and tile work.
 - Repairs, restoration or replacement of important parts of structures, such as heating systems, plumbing systems, electrical wiring, etc.

The program is in effect and finding great popularity in the City of Stanton.

11. Cooperative Rehabilitation

- (a) Purpose and Design: A cooperative program can be a particularly effective way to rehabilitate a deteriorating neighborhood. The community could acquire the deteriorating housing with financing from revenue bonds, general revenues, Section 312, Marks Foran, tax increment funds, and the like; and either rehabilitate the housing itself or sell the units to a cooperative for rehabilitation. By retaining the land, deferring land payments, and issuing index loans, the community can bring the cost of the housing within the reach of low and moderate-income residents. CDBG loans may be used to subsidize the interest on the rehabilitation loans, or to provide direct rehabilitation grants to cooperatives. Section 8 housing assistance payments may be used to help low-income cooperative members.

While cooperatives work best in large developments and multi-family housing, a cooperative rehabilitation program can be used even where the bulk of the housing is single-family homes with low-income owners. Communities can make rehabilitation grants or low-interest loans with rent supplements to owners who agree to join a cooperative or who agree to sell their home to a cooperative with price restrictions as a condition of the grant or loan.

12. Refinancing: Section 223(f)

- (a) Purpose and Design: Refinancing--traditionally used as a way for investors to recapture increased property values--can also provide funds for rehabilitation of rental housing. Carried out under traditional programs, refinancing generally results in increased rental payments; but under Section 223(f) owners can borrow funds without raising their total monthly payments. The program allows owners of housing with eight or more units to replace short-term, high-interest financing with longer term, lower interest FHA-incurred loans--thus lowering the monthly payments on the old debt and making rehabilitation money available without increasing monthly costs. Section 223(f) loans require controls on rent increases so that rehabilitation can take place without hardship to renters. Communities can carry out their own local equivalent of the Section 223(f) program with locally guaranteed or subsidized rehabilitation/refinance loans along with controls of rents and transfers.

- (b) Program Benefit: A refinancing program can result in significant benefits--among them, rehabilitation of properties in otherwise deteriorating neighborhoods, improved tenant relations, increased sale values, and enhanced neighborhood stability.

The program is especially attractive for lenders since it replaces potentially delinquent mortgages on deteriorating properties with insured mortgages on revived structures.

- (c) Program Drawback: Yet, there are some drawbacks. Some properties are too heavily mortgaged to add on further debt; and unless rent and transfer controls are rigorous, rehabilitation programs, instead of aiding low-income residents, may actually help drive them out.

HOUSING PRESERVATION

Every community wants to preserve the quality of its existing stock of housing. The preservation and/or conservation of the housing supply is important to the community-at-large as well as housing customers. For a city, the value of real estate improvements must be maintained in order to preserve city revenues. A municipality's tax base may decline unless active efforts are taken to maintain and improve the condition of the housing stock, which, in Imperial Beach, absorbs in excess of 36 percent of all land uses in the community. Imperial Beach's residential percentage is low in comparison to other communities due to the acreage in use for open space and military. In addition, the achievement of housing preservation will prevent the necessity for large-scale rehabilitation and/or renewal programs. With respect to housing users, housing preservation will promote the continued availability of standard shelter in locations other than new housing development areas.

These needs refer to the maintenance and preservation of the existing housing stock in its present quality state; that is, the prevention of deferred maintenance which could have the cumulative impact of creating substandard shelter.

Any number of factors may create a need for housing preservation. The predominant age of housing in a neighborhood combined with current maintenance practices are need indicators. Other factors considered important include tenure ratios, income, residential property values, relative availability of public or private facilities and services.

PROGRAM ALTERNATIVES

1. Property Maintenance Ordinances

(a) Purpose and Design: The purpose of such an ordinance is to control the maintenance of all property in order to prevent or eliminate conditions which are detrimental to public health, safety or welfare including the diminution of property values, community appearance, and the use and enjoyment of properties in the general area. These ordinances specify the conditions contrary to the proper maintenance of property and the procedures by which nuisances resulting from improper maintenance can be abated. The list of conditions contrary to property maintenance usually includes the following:

- abandoned, boarded-up, partially destroyed buildings;
- unpainted buildings;
- broken windows;
- attractive nuisances;
- building exteriors maintained so as to become defective, unsightly, deteriorated, or in a state of disrepair; and
- improper upkeep of yards (junk; trash; vegetation; abandoned, discarded, or unused objects).

(b) Program Drawbacks:

- emphasis is on exterior appearance and the ordinance is not exclusively concerned with residential properties and not concerned with the total conditions of a building; and
- such a method cannot prevent improper maintenance, only correct certain obvious faults. It follows that the approach is most appropriate in areas where the basic condition of the housing stock is sound.

2. Voluntary Minor Repairs Program

- (a) Purpose: The aim of this program is to provide assistance primarily to low-income senior citizens and/or disabled/handicapped homeowners to correct or repair minor deficiencies to a dwelling. These families sometimes have household maintenance disabilities which prevent them from keeping up their housing. Thus, this program -- for particular families -- would arrest incipient problems before they result in quality deterioration.
- (b) Program Examples: A program similar to the foregoing was recently initiated by the Chico City Council. The City initiated the Chico Housing Improvement Program (CHIP) in the fall of 1973. CHIP was allocated \$22,000 from federal revenue-sharing funds for administrative costs and a high-risk (non-bankable) loan pool. CHIP's purpose is to identify and organize sources of information about home and community improvements and counsel homeowners in search of assistance. Low-income or disabled homeowners are provided free labor, but they must provide the building materials and participate in the improvements to the extent that their physical condition permits. Labor is provided by the Chico State University students, and the University's Industrial Technology Department has instituted a 15-unit upper division class in which students, under an instructor's supervision, provide labor at no cost. The Bank of America earmarked \$102,000 for CHIP in the form of modernization loans needed for the purchase of materials.

3. Home Improvement Rebate Program

- (a) Purpose and Design: This program, initially formulated by the City of West Covina, attempts to provide incentives for home improvements in neighborhoods which are not deteriorated but are beginning to show signs of neglect. The program, in essence, offers a 10% rebate on expenditures made for eligible home improvements. Eligibility for the program is not based on income requirements; instead, there are "area" requirements (i.e., location in a community development target area). The scope of eligible improvements includes both exterior and interior improvements, with a minimum of \$250 and a maximum of \$5,000 being the qualifying dollar amount of expenditures for the rebate. Property owners apply to the City for the rebate and arrange for the improvements upon a notification of completion and thereafter approves issuance of the rebate. The City is considering augmenting the basic program with a 25% rebate aimed at senior citizens, low-income families, and handicapped persons.

- (b) Program Characteristics: This kind of program, with some modifications, could be instituted by the City to prevent the practice of deferred maintenance. However, it is believed that the maximum level of expenditure required for a rebate need not be as high as \$5,000. This level of expenditure is indicative of either minor rehabilitation and/or remodeling. In addition, to encourage participation by low- and moderate-income families, the rebate could range from 10 to 25% based upon ability to pay (although no specific income requirements would need to be set). The major drawback of the program is that the City cannot retain its initial set of funds, as would be the case in the revolving loan fund. However, an allocation of \$20,000, for example, could encourage as much as \$200,000 of improvements to the residential stock.

4. Voluntary Housing Code Enforcement

- (a) Purpose: Although there are several restrictions on code enforcement, the local housing code is a primary legal means by which the City can detect housing conditions indicative of deferred maintenance. Generally, enforcement of the code is accomplished on a complaint and referral system. The conditions of the unit causing the complaint can then be compared to the standards contained in the Code in order to determine whether the unit is, in fact, in violation of the code.
- (b) Program Characteristics: The characteristics of the Housing Code (Volume III of the Uniform Building Code) are described below:
- Purpose: to provide minimum requirements for the protection of life, limb, health, property, safety and welfare of the general public and the owners and occupants of residential buildings.
 - Application: the code applies to all buildings or portions thereof used or designed or intended to be used for human habitation.
 - Features Governed by the Housing Code: space and occupancy standards; structural requirements; mechanical requirements; and fire protection.

- Substandard Conditions: several conditions are listed in the Housing Code which can cause a dwelling unit to be considered substandard. Any one of these conditions is sufficient to warrant a violation to the extent that it endangers the life, limb, health, property, safety or welfare of the public or occupants.
- Abatement of Substandard Buildings: repair, rehabilitation, demolition, or removal. The City can proceed to cause the work to be done and charge the costs thereof against the property owners. Certain standards are to be followed in ordering the repair, vacation, or demolition of any substandard building. These are:
 - The building must be repaired in accordance with the current Building Code or demolished at the option of the building owner.
 - If the building or structure is in such a condition as to make it immediately dangerous to the life, limb, property, or safety of the public or of the occupants, it shall be ordered to be vacated.

(c) Appeals Procedures: there can be established a five-member Housing Advisory and Appeals Board. The Board shall be appointed by the Mayor or City Council and shall serve at his or its pleasure. The function of the Board is to provide for final interpretation of the provisions of the Housing Code and to hear appeals from the judgment of the building inspector.

According to a recent State publication:*

"An appeals board has broad authority to approve alternate materials and methods of construction, and to grant variances from specific code requirements based on local conditions when justified."

(As mandated by the Legislature, the State Housing Law regulations adopt by reference the Uniform Housing Code, 1973 Edition, as published by the International Conference of Building Officials. Local housing codes are required to be equivalent to the State Housing Law and Administrative regulations. Where there is no equivalent local housing code, the State Housing Law and regulations apply.)

* State of California, Department of Housing and Community Development, Division of Codes and Standards, "Rehabilitation of Residential Buildings Under the State Housing Law, A Draft Paper."

- (d) Program Design: The maintenance of a residential building is a factor that falls within the purview of the housing code. Consequently, enforcement of the housing code, on a voluntary basis, can result in arresting the practice of deferred maintenance such as inadequate paint or fencing. Many times, however, housing code enforcement is based on complaints and referrals. In order to carry out code enforcement on a voluntary basis, incentives usually must be developed to encourage property owners to improve dwellings beginning to show signs of neglect. Such incentives could be provided through a "home improvement rebate program" described above. At this time, though, it should be pointed out that housing code enforcement should be an integral part of the City's housing program since it can affect not only housing quality preservation, but also the need for housing replacement and/or relocation as well as serve as a vital aspect of an overall residential rehabilitation program.

5. Special Conservation Zoning District

- (a) Purpose and Design: Zoning is often-times a neglected tool for the conservation of existing neighborhoods. The "special conservation zoning district" is a district fashioned after the concept of the planned unit development which is usually applied to vacant areas. The district takes effect through the adoption of a precise plan and set of regulations, called the Neighborhood Conservation Plan, specifically intended, in each case, to facilitate maintenance and upgrading of the neighborhood; to encourage development of vacant or under-used lots; to ameliorate the adverse effects of incompatible mixture of uses; and to encourage neighborhood owners and residents to take positive steps for the improvement of the neighborhood.
- (b) Program Characteristics: The district is intended to reflect and accommodate a mixture of land uses which are not usually incorporated in any single zoning district. As a land use control instrument, the district would include; guidelines and criteria for the co-existence of dissimilar uses and the re-use of property (i.e., height, bulk, location, density and design); performance standards to control external effects of all uses, especially industrial uses; and property improvement and development standards such as parking, street lighting, block walls, playgrounds and open space. The district would apply to designated areas of the City and would be used to implement specific neighborhood plans.

(c) Program Format: Drawing from a prototypical district developed by the City of Phoenix, a Neighborhood Conservation Plan would incorporate the following:

- Permitted land uses of each parcel of land within the district
- Contain a schedule of density, coverage, height, and other requirements applicable to buildings and structures
- Contain specific regulations for the remodeling of existing buildings, application of performance standards, application of site plan and design review procedures, and other matters deemed to be essential to the conservation and revitalization of the designated area.

6. Community Development Block Grant Programs

- (a) Purpose: Grants, direct loans and loan guarantees, as described for the rehabilitation program options, also can be used to effect housing preservation.
- (b) Methodology and Design: Grants can be particularly helpful in encouraging minor improvements in selected target areas or in assisting significant population segments such as senior citizens and the disabled or handicapped to correct minor deficiencies of their housing. The use of "100-percent grants" might be appropriate where homeowners are low-income and/or have household maintenance disabilities which prevent them from practicing regular maintenance. Partial grants could be suitable as a means of fostering home improvements. As described earlier, the grant could take the form of a rebate. However, in order to restrict the program to preservation as compared to rehabilitation objectives, a maximum dollar level of improvement costs would need to be established. Based on a maximum dollar expenditure of \$2,000 for example, and rebates of 10 percent to 25 percent, based on ability-to-pay criteria, the maximum amount of the rebate would range from \$200 to \$500.

In addition to these options, a grant/loan program could be created as well as a loan program aimed at reducing interest rates on the loan.

All of the foregoing could be combined with a program directed at enforcing the housing code and prevailing maintenance standards. The options would provide incentives for compliance with code requirements and maintenance standards.

7. California Housing Finance Agency

- (a) Purpose and Design: The California Housing Finance Agency was established by law in 1975 and a year later began issuing tax exempt revenue bonds and using the proceeds to:
- finance a Neighborhood Preservation program providing loans and insurance for rehabilitation programs in designated areas;
 - purchase mortgages from private lenders to enable eligible low and moderate income borrowers to purchase single family homes;
 - provide direct loans for the development of new rental and cooperative multi-family housing for low and moderate income households.
- (b) Program Intent: This program represents a cooperative state-local effort to preserve and rehabilitate declining neighborhoods. Local governments wishing to participate ask the CHFA to designate specified neighborhoods as Neighborhood Preservation Areas. After the appropriate findings and designations have been made and with the local government supplying public services, administrative assistance, and public improvements, the CHFA markets bonds and proceeds from the bond sale are used to purchase home improvement loans and home purchase loans from private lenders.

8. Housing Resale Inspection Program

- (a) Purpose: The intent of this program is to monitor existing homes within the City and to detect and correct Building Code violations. Rather than depending only on the complaint system, City inspections would be made on the existing unit at the time of its resale. Approval by the Building Division as to the units conformance to the Building Code would be required prior to the resale of any housing unit. This program would spot and arrest incipient problems before they result in further deterioration and detect cases of construction without prior permits.
- (b) Program: The City may draw on the resale inspection programs of numerous other cities for developing its program. The program would necessarily incorporate the following:
- Notification of the housing resale to the City
 - Inspection of the housing unit for Building Code conformity (These may be either the present code or the code at the time of original construction).
 - Correction of defects by either the present owner or the future owner.

B. RECOMMENDED HOUSING PROGRAMS

This section of the Housing Element discusses the second component of the housing program for the City of Imperial Beach. It describes how the City can begin to achieve the goals, policies and priorities outlined in the previous section. This section, therefore, identifies those specific actions or activities that can be undertaken in the years ahead in order to attain the stated objectives. It is not intended to imply that the City needs to initiate all recommended programs immediately. Programs should be phased into action in accordance with the priority concerns of the City, as well as availability of staff and other necessary resources.

This report provides descriptions of various housing programs which serve to aid the City of Imperial Beach in meeting its identified housing needs. These programs are grouped into four "need" categories:

- Housing Assistance
- Housing Rehabilitation
- Housing Quality Preservation
- Neighborhood Preservation

Each need category contains numerous programs whose aim is to address certain housing needs. The recommended programs which follow, however, were selected as being most relevant to the needs of Imperial Beach, and essentially to satisfy the following:

- Maximizing the number of families to be served
- Reduction of substandard dwelling units
- Minimizing additional staffing needs on the part of the City
- Avoiding long-term revenue commitments on the part of the City

1. Housing Assistance Programs

Housing assistance needs are related to the basic need for reasonable housing expenditures. More specifically, it refers to the need, by some families, for financial assistance on a long-term basis so that they may reduce the amount and percentage of income that they are now, or would be, required to spend on shelter.

Overpaying is the usual indicator of the inability to meet the basic need of reasonable housing expenditures. Generally, it is measured on the basis of whether families must spend more than 25 percent of their monthly income on housing. An additional indicator includes overpaying by families residing in existing subsidized developments as well as the current waiting lists for these developments.

An additional characteristic which indicates the need for housing assistance is overcrowding. It is a characteristic that has shown significant decline in recent years, but still stands as a major obstacle to adequate and reasonable housing.

Housing Needs to be Met

The second section, Inventory of Housing Needs, of this report indicated that 3,492 households, both renter and owner, or 47.1% of all Imperial Beach households pay more than 25% of their income for housing. Of these households, approximately 1,894 are classified as lower-income households with annual incomes of less than \$10,000 (1975 income estimate). It can be clearly seen that there is a need for a reduction in the cost of housing as related to income.

Additionally, it has been shown that approximately 159 households are suffering from overcrowded conditions, i.e., more than one

person per habitable room. With the continual decline in the average household size for the City of Imperial Beach since that time, it may be assumed that the number of households living in overcrowded conditions has also decreased. The programs outlined below are recommended to assist those families identified as either overpaying or living in overcrowded conditions.

a. *SECTION 8 HOUSING ASSISTANCE PAYMENTS PROGRAM*

Program Description

For a detailed description of the Section 8 Housing Assistance Payments Programs, see Program Description under Alternative Housing Programs, Section IV.

City Costs

The Section 8 program requires a local housing authority (or public housing agent) for its implementation and administration. In this instance, the City of Imperial Beach has an agreement with the San Diego County Housing Authority to operate and administer the Section 8 program for the City. This eliminates the need for the City to assume any administrative costs. All other costs are incurred by the Federal Government, who is providing the funding for the Housing Assistance Payments.

Implementation Process

Currently, the Section 8 program for the City of Imperial Beach is administered by the San Diego County Authority and will most probably continue to do so in the near future, due to administrative costs which are involved.

b. CALIFORNIA HOUSING FINANCE AGENCY (CHFA) - MULTI-UNIT
DIRECT LENDING PROGRAM

Program Description

For a detailed description of the CHFA Lending Program, see program description under Alternative Housing Programs, Section IV.

City Costs

The program includes a portion of the loan for the administration of the program. The CHFA Lending Program will be administered by existing City staff personnel or by contracted assistance paid by the administrative portion of the loan. No direct costs to the City are anticipated.

Implementation Process

It will be necessary for the City to make application to CHFA to establish the lending program. The City must identify concentrations rehabilitation, community improvement and assistance areas. Information relating to this identification can be found in Section II of this Housing Element. Upon identification, CHFA designates those target areas eligible for loans. The City is obligated to establish a code enforcement program and to utilize other funds or programs in the target areas. City staff, or contract staff, will administer the program once established.

2. Housing Rehabilitation Programs

This area refers to housing improvements that involve more than routine maintenance and minor repairs. It involves the correction of several minor or a few major structural conditions as well as the replacement of obsolete interior and exterior housing

components. As such, rehabilitation usually involves improvements to the sub-standard portion of a community's housing. However, rehabilitation also can include major alterations to a dwelling -- such as through remodeling -- in order to make it more suitable to meeting user and community housing needs.

Within the context of the study to be performed, remodeling refers primarily to expanding the amount of living space in the existing stock in order to meet the space needs of present and future users. Thus defined, the need for remodeling can occur in both the standard and substandard housing supply. Indicators of this need are the floor areas in existing dwellings and the extent of overcrowding. Preliminary indicators are that the need for rehabilitation in the City of Imperial Beach typically extends to new roofs, driveways, interior and exterior painting, the installation of block wall fences, and the creation of patios and kitchen expansions.

Housing Needs to be Met

Within the City of Imperial Beach, there are an estimated 51 substandard dwellings of which 46 have been found to be suitable for rehabilitation. Further analysis of rehabilitation needs based upon exterior quality survey in selected areas indicate that 45 dwellings are in need of minor repairs, and 22 units are in need of major repairs. The following programs represent alternative vehicles for addressing the question of housing rehabilitation:

Those existing housing units which have been identified as overcrowded, some 159 dwellings, may be assisted through rehabilitation. Some of the units would greatly benefit from extensive alteration and additions, thus eliminating some of the overcrowded conditions.

Rehabilitation may be more feasible in some cases rather than the families moving to larger (and more expensive) housing, which may be beyond the household's income.

a. CHFA NEIGHBORHOOD PRESERVATION PROGRAM

Program Description

For a detailed description of the CHFA Lending Program, see program description under Alternative Housing Programs, Section IV.

City Costs

City costs and administration will be the same as identified under California Housing Finance Agency (CHFA) - Multi-Unit Direct Lending Program.

Implementation Process

It will be necessary for the City to make application to CHFA to establish the lending program. The City must identify concentrations rehabilitation, community improvement and assistance areas. Information relating to this identification can be found in Section II of this Housing Element. Upon identification, CHFA designates those target areas eligible for loans.

The City is obligated to establish a code enforcement program and to utilize other funds or programs in the target areas. City staff, or contract staff, will administer the program once established.

b. SECTION 8 LEASED HOUSING ASSISTANCE PAYMENT PROGRAM

Program Description

For a detailed description of the Section 8 Leased Housing Assistance Payments Program, see program description under Alternative Housing Programs, Section IV.

City Costs

The Section 8 program requires a local housing authority (or public housing agent) for its implementation and administration. In this instance, the City of Imperial Beach has an agreement with the San Diego County Housing Authority to operate and administer the Section 8 program for the City. This eliminates the need for the City to assume any administrative costs. All other costs are incurred by the Federal Government, who is providing the funding for the Housing Assistance Payments.

Implementation Process

Currently, the Section 8 program for the City of Imperial Beach is administered by the San Diego County Housing Authority and will most probably continue to do so in the near future, due to administrative costs which are involved.

c. COMMUNITY DEVELOPMENT LOAN REHABILITATION PROGRAM

Program Description

For a detailed description of the Community Development Loan Rehabilitation Program see program description under Alternative Housing Programs, Section IV.

City Costs

The Community Development Loan program is funded from the federal level through the City's HCD (Community Development Block Grant) program which is part of the Urban County Application. The HCD funds also cover the costs for administration which is handled by the County to implement the rehabilitation loan program. Since the Community Development Rehabilitation Loan Program is a loan program, the City (County) will eventually recapture its loans and interest.

Implementation Process

The City of Imperial Beach is currently implementing the Community Development Loan Rehabilitation Program through the City's HCD program administered by the County.

The City would be best served by the establishment of a monitoring program to evaluate the effectiveness of the Community Development Loan Rehabilitation Program. It is essential that the City of Imperial Beach be assured that its funds are reaching those housing needs designated. A semi-annual review and evaluation of the program should be implemented. Such a monitoring program would indicate whether the loans are reaching areas targeted for rehabilitation and whether the City is achieving its stated yearly goals.

3. Housing Quality Preservation Programs

Housing quality preservation refers to the maintenance and preservation of existing housing stock in its present quality state; that is, the prevention of deferred maintenance which could have the cumulative impact of creating substandard shelter.

Any number of factors may create a need for housing preservation. The predominant age of housing in a neighborhood combined with current maintenance practices are need indicators. Other factors considered important include tenure ratios, income, residential property values, relative availability of public or private facilities and services.

Housing Needs to be Met

Housing preservation needs will begin to assume a greater importance to the City, owing to the age profile of the housing supply and private reinvestment funds. As indicated in the first section, Inventory of Housing Needs, 49.0% of the City's housing stock was constructed between 1950 and 1964, and another 12.2% were built between 1940 and 1949; and 4.0% before 1940. Consequently, seven out of every ten dwellings are at least 15 years old, with perhaps the majority being about 25 years old. Without active public actions directed at encouraging adequate or above par maintenance levels, a significant portion of the housing stock could begin to deteriorate during roughly the same period of time.

a. VOLUNTARY HOUSING CODE ENFORCEMENT

Program Description

For a detailed description of the Voluntary Housing Code

Enforcement Program, see program description under Alternative Housing Programs, Section IV.

City Costs

If the City administers the program on a referral or complaint basis, no additional costs are anticipated since either existing City staff or contract staff will administer the program. Should the City wish to incorporate "incentives" into the program costs to the City will be incurred. The costs will vary dependent upon the cost level of rebates set and the number provided. It can be expected that costs will be absorbed by the HCD program.

Implementation Process

The City has currently a building and zoning enforcement program in operation. The Voluntary Housing Code Enforcement program shall be incorporated into these programs. Particularly, the program can utilize the existing complaint and referral procedures.

b. VOLUNTARY MINOR REPAIRS PROGRAM

Program Description

For a detailed description of the Voluntary Minor Repairs program, see program description under Alternative Housing Programs, Section IV.

c. City Costs

The program should generate only minimal costs to the City. It is anticipated that the program will be administered by existing City personnel or staff hired with HCD funding.

Labor costs will be either free (provided by local institutions) or paid with HCD monies. Administrative costs can be covered by HCD funding.

Implementation Process

The City will contact local institutions who may be willing to donate times and labor to provide on-the-job experience to students, trainees, etc.

4. Neighborhood Preservation Programs

Beyond the preservation and/or conservation of individual dwelling units, it is important that the neighborhood in which the home is located is desirable. Every family understands to some degree the importance of the physical setting of their home. Physical setting or location can sometimes be more important than the actual housing unit.

Neighborhood preservation refers to the maintenance of neighborhoods and viable residential districts. While the definition of neighborhood implies the existence of schools, community facilities, commercial and related support facilities, the interrelationship of these elements is critical.

a. *SPECIAL CONSERVATION ZONING DISTRICT*

Program Description

For a detailed description of the Special Conservation Zoning District, see program description under Alternative Housing Programs, Section IV.

City Costs

The costs to the City of Imperial Beach generated by the Conservation Zoning Ordinance will be minimal. The implementation of the ordinance can be handled by the existing staff.

Implementation Process

The City of Imperial Beach will be responsible for establishing a special Conservation Zoning Ordinance and implementing it. Existing City procedures can be utilized.

b. PROPERTY MAINTENANCE ORDINANCE

Program Description

For a detailed description of the Property Maintenance Ordinance, see Section IV, Alternative Housing Programs.

City Costs

Implementation of a Property Maintenance Ordinance will generate costs to the City. The amount generated will be dependent on the degree or extent the program is administered. A highly emphasized, active property maintenance program will require additional personnel and staff involvement. To effectively implement an active program, the City would require one full-time inspector and one part-time clerical person. Estimated costs would range \$20,000 to \$25,000 per year. A less emphasized program will generate fewer costs to the City. Existing staff would be utilized. This would result in fewer visible housing improvements at a slower pace. Recommendation is for a moderate implementation

of the maintenance program. Estimated costs would be \$8,000 to \$10,000 per year for a part-time inspector. Funding may be provided by the HCD program. Staff may be hired by the City or contracted through the County.

Implementation Process

The 1979 housing condition survey covered various neighborhoods in Imperial Beach. The survey's intent was to monitor the condition of houses in sound but potentially deteriorating areas. The results of the survey indicated that these neighborhoods are in some need of general maintenance and preservation. In implementing the Property Maintenance Ordinance, the City should initially concentrate on these known areas and their maintenance needs.

During the first year of implementation, it will be the City's primary responsibility and goal to prepare a Property Maintenance Ordinance. This process will necessarily include staff, Planning Commission and City Council input. At this time, a monitoring system should be designed into the maintenance ordinance. This will allow the City to evaluate and update yearly goals.

SECTION VI. STATEMENT ON INTERGOVERNMENTAL AND INTERAGENCY COORDINATION

The current State Housing Element Guidelines suggest the need to continue intergovernmental and interagency coordination efforts. More specifically, the guidelines state:

"If housing need within a general housing market area is to be confronted effectively, the localities within the market area must cooperate on a continuing basis. The development of a fair share allocation plan provides one vehicle for ongoing intergovernmental coordination. Localities should peruse other regional or sub-regional approaches to confronting the housing problem.

A Council of Governments can also provide a valuable service to localities by reviewing local housing elements from a regional perspective. Each locality should provide a copy of its housing element to the Council of Governments for its area. Localities should also provide the government bodies of contiguous local jurisdictions with copies." (Section 6470)

The following describes the current and future intergovernmental coordination efforts which have a bearing on the Imperial Beach Housing Element:

- The regional allocation model of the comprehensive planning organization of San Diego (CPO) was analyzed during its development and during the course of identifying the City's housing needs.
- CPO's regional housing goals were reviewed and documented to serve as background data on the setting of local housing goals.
- Federal Housing Element Goals were reviewed and documented in the Goals and Policies Section.
- The State Housing Element Guidelines and Housing Element Manual were analyzed and reviewed prior to and during the preparation of the City of Imperial Beach Housing Element.
- *The applicable sections of the Coastal Act of 1976, State and Regional Interpretative Guidelines, LCP Manual, and Condominium Conversion Guidelines pertaining to housing were analyzed and reviewed prior to and during the development of the Housing Element.*

SECTION V: STATEMENT ON PUBLIC PARTICIPATION

As part of the Housing Element Program, a series of public workshops were held with the Community Plan Review Committee. The 25-member committee was created and appointed by the City Council to represent a broad range of community interests.

At the committee meetings preliminary housing reports were presented for review and discussion by the Committee, staff, consultant and citizens. Each meeting or series of meetings emphasized different segments of housing, e.g., housing needs, housing constraints, housing goals and policies and alternative housing programs. A questionnaire was prepared which listed alternative housing programs. The Committee indicated the programs as to their acceptability and desirability for Imperial Beach.

All meetings were noticed as public hearings in the local newspapers and circulars.

- With respect to future intergovernmental efforts, it is recommended that the Housing Element be transmitted to contiguous municipalities and to San Diego County after it is officially adopted by the City Council and that the updating of the Housing Element be accomplished consistent with the guidelines which are in effect at the time of revision.

Interagency coordination efforts conducted during the preparation of the Imperial Beach Housing Element and proposed future efforts are described as follows:

- The Imperial Beach Housing Assistance Plan (HAP) has been prepared pursuant to the instructions issued by the U.S. Department of Housing and Urban Development as part of the City's Community Development Block Grant Application. This procedure will be followed in the future.
- Copies of the preliminary Housing Element have been transmitted to the State Department of Housing and Community Development and Comprehensive Planning Organization of San Diego (CPO) for review and comments. HCD and CPO's comments have been incorporated into the Housing Element as applicable.
- *Copies of the preliminary Housing Element were also transmitted to the Coastal Commission staff on both the State and Regional level for review and comment. Comments were incorporated as applicable.*
- Future revisions of the Housing Element should be transmitted to HCD and CPO for review and comment as part of an ongoing interagency coordination program.

SECTION VII: STATEMENT ON THE RELATIONSHIP OF THE HOUSING ELEMENT TO OTHER GENERAL PLAN ELEMENTS

This Housing Element is but one Element of the General Plan. In order that the General Plan represent a coordinated set of policies, the Housing Element should be closely correlated with all other Elements of the General Plan. Internal consistency of the Housing Element to other General Plan elements is required by the revised guidelines. They contain the following statements:

"Internal consistency among general plan elements is required. Section 65300.5 of the Government Code states that the general plan shall comprise an integrated, internally consistent set of policies. This applies not only to the mandated elements but to the optional elements as well. (The mandated elements are land use, housing, circulation, noise, conservation, open space, seismic safety, scenic highways, and safety. Optional elements include community design, redevelopment, and historic preservation). Where a locality undertakes revision of any of its general plan, it should also examine the other elements (especially those elements most directly related) to assure they are consistent."

The Imperial Beach Housing Element, as represented particularly by the goals and planned actions, is highly correlated with the City's General Plan, especially the Land Use Element. The following comments illustrate the relationship between this Housing Element and the City's General Plan:

- The goals and objectives concerning housing production have been formulated within the context of the housing sites and densities set forth in the Land Use Element.
- The goals and objectives relating to housing types and locations have been developed primarily within the framework of the Land Use Element and Zoning Map.

SECTION VIII: HOUSING ELEMENT REVIEW AND UPDATE PROCESS

With respect to a housing element update process, the revised State Housing Element Guidelines suggest that "Because of the inherently dynamic natures of the local planning process, periodic review and appropriate revision of the local housing element is essential". (Section 6472) The Guidelines also include the following statements:

"The housing element shall be revised as need dictates, but no less than once every five years. This periodic revision shall include, as appropriate:

- (a) Revision of the housing problem analysis to incorporate new census data made available by the United States Census at five year intervals.*
- (b) Revision of the housing program to:*
 - (1) Evaluate the effectiveness of the housing program in accomplishing housing objectives and effectuating the policies and priorities established in the housing element.*
 - (2) Set out plans the city has undertaken since the last update or intends to implement in the future.*
 - (3) Identify the current plans which have been discontinued since the last update or will be discontinued, indicating the reasons for their discontinuation.*

In addition to the periodic updating of the housing element itself, localities should informally re-evaluate their housing programs at more frequent intervals. Such re-evaluation may be accomplished through a yearly report which examines the housing program in accordance with the outline set forth in subsection (b) of this section. This report could be incorporated in the annual report which each local planning agency must file with its governing board pursuant to Government Code Section 65400)b)." (Section 6472)

The housing element review and update progress for the City of Imperial Beach has been formulated to comply substantially with the revised State Housing Element Guidelines. Initially, the Housing Element should be



thoroughly reviewed in only three years; subsequent review should take place every five years as advised in the HEG's. This shorter initial review period will allow the City Staff to make use of the 1980 U.S. Census data which should be available at that time. This will provide the City with the most up-to-date data base available. Subsequent five year reviews will further coincide with the release of U.S. Census materials.

A. Data Collection and Assembly

As stated by the guidelines, localities usually have housing-related data owing to building and other activity records. In addition, assessors data pertaining to ownership, value and other factors can be made available to cities. The following describes the housing data items that can be collected and assembled by the City of Imperial Beach because it is either recorded by the City or can be made available to it.

- *Building Permit Data.* This data, particularly that related to completions, can provide an accurate picture of Imperial Beach's housing inventory. Information is available on the number and type of housing units to be completed. This data then can be combined with other information such as census and special survey data to maintain a current count of the housing stock by type (e.g., single family, duplex) and location within the City (e.g., census tract, block, etc.).
- *Demolition Permit Data.* Demolitions represent losses from the housing inventory. Such losses, however, are not likely to be extensive in the community. Nonetheless, this data should be collected and assembled periodically so that the City can monitor inventory changes resulting from both new construction and demolition.
- *Remodeling Data.* The City records data pertaining to improvements to the housing stock, particularly on remodeling efforts encompassing improvements such as bedroom additions. Information of this kind can help the City understand the strength and vitality of individual neighborhoods.

- *San Diego County Assessors Data.* This data can provide the City with the tenure status of the housing stock. The number and type of dwellings that are absentee-owned can be ascertained from this data. In addition, the data are helpful in terms of monitoring changes in the value of the housing inventory.
- *HUD/FHA Postal Vacancy Data.* This information can assist the City in its quantification of the vacant housing stock. The postal vacancy surveys cover dwelling units in residences, apartments and mobile homes; however, it does not cover boarded-up residences or apartments that are not intended for occupancy. (A residence is one possible stop with one possible delivery on a carrier's route; an apartment is one possible stop with more than one possible delivery.) One potential drawback of this data is that the mail survey district does not necessarily coincide with Imperial Beach's municipal boundaries. However, the data is still useful as a general indicator of vacancy trends that affect Imperial Beach.
- *Housing Quality Survey Data.* This survey provides the City with benchmark data on the inventory and quality of the community's housing stock. Moreover, the information is categorized by street address and census tract, thereby allowing a flexible means of recording the data by location. Data are available on unit types (e.g., single-family, duplex, etc.) and on substandard conditions affecting the dwelling and yard area.
- *Sales/Rental Price Data.* A number of sources publish data on the sales of homes in Imperial Beach. One such source is the Society of Real Estate Appraisers - Comparable Sales Reports. These reports contain the following data on homes sold: street address, sales price, number of bedrooms, lot size and type of financing. Other sources, such as Realtor Boards, also publish home sales data. This data is especially helpful in noting changing trends at the neighborhood

level. Rental information may also be obtained from several sources including local rental agents, classified ads and the San Diego County Housing Authority.

- *Population and Housing Census Data.* An extensive amount of data on Imperial Beach's population and housing characteristics are available from the 1970 Federal Census and the 1975 Special Census. Much of this data already has been collected and assembled. The census information primarily serves as benchmark data that indicates the City's characteristics at one point in time. With the aid of building permit data and other information (as well as the 1980 Census) the City can monitor, in the future, changes to a variety of population and housing characteristics.

B. Data Analysis and Utilization

This section describes how the foregoing eight sets of data can be analyzed and utilized by the City. It is suggested that the analysis and utilization of the data should serve three broad purposes: to ascertain the extent of goals/objectives achievement; to conduct program evaluation; and to provide a data base for the periodic updating of the Housing Element. These are discussed in greater detail below.

C. Goals and Policies Achievement

The aim of this data analysis and utilization is to check on the progress that is made toward achieving the goals and objectives as set forth in the Housing Element. The Housing Element contains goals and objectives for five subject areas which relate to preserving housing and neighborhoods, preserving affordability, planning for adequate sites, accessibility and adequate provision.

---Preserving Affordability

The goals and policies relating to affordability emphasized rehabilitation and maintenance rather than construction of HUD housing units for low-income

families. The achievement of these policies can be best measured by comparing the number of households in need of low-income housing and the number of affordable units available. This may be accomplished by compilation of data from several sources. The best source of data on the number of low-income families will be the 1980 Federal Census. When combined with rental/sales data and tax assessors data, both which will indicate the number and price range of units available, the end results should produce the desired information.

-- Adequate Housing Sites

Three factors will need to be monitored in order to assess the degree to which the goals and objectives are achieved. These are: number, type and location of newly constructed housing in Imperial Beach.

Number/Type/Location. Primarily through building permits, the City can assess the characteristics of incremental additions to the City's housing supply. These characteristics can then be compared to the goals and objectives relating to the number of new dwellings that should be allowed, the distribution of types (i.e., single-family, multi-family) and their location. In addition, this information can be combined with other data to determine whether the characteristics of the community's entire housing stock are consistent with those goals and objectives.

-- Adequate Provision

The goals/policies in this area stated that the meeting of low and moderate-income needs should be achieved through both new and existing housing with a strong emphasis on rehabilitation and that new housing should have a range of prices and rents. Sales and rehabilitation program data, as well as sample survey of the prices/rent of new housing, can assist in assessing the achievement of the recommended goals and objectives. Periodically, perhaps on a yearly basis, the City should determine the distribution of the sales

prices and rents of newly developed units. For instance, a finding can be made on the percentage of units that fall into various price or rent categories to ascertain the relative dispersal or concentration of new housing costs. In addition, sales data on existing units can be analyzed for the purpose of determining whether the existing stock is able to meet the needs of the City's low and moderate-income population. This could be accomplished by determining the housing costs that could be afforded the City's population and comparing to the prices of recently sold homes. Finally, the results of the housing assistance and rehabilitation programs can be analyzed so that the City can make a finding on the number and type of low and moderate income households that have been assisted.

D. Program Evaluation

On an annual basis the City will need to evaluate certain programs so that their successes or failures can be determined. In particular, the following deserve a program evaluation process: housing improvement incentives program, community development housing rehabilitation program and neighborhood improvements program. Each of these programs involve the expenditure of housing/community development block grant funds.

As suggested earlier, the housing improvement incentives program should be monitored and evaluated. The monitoring should include a review of the number and types (i.e., elderly, handicapped) of assisted families, location of the homes that are improved and the specific types of improvements that are completed. These same set of factors also should be the basis for conducting an evaluation of the community development rehabilitation program. In addition, this program should be evaluated on the basis of its leverage effects - what is the dollar amount of improvement expenditures that have been stimulated compared to the dollar amount which has been allocated to the program.

E. Housing Element Updating

A third aspect of data analysis and utilization is to provide a data base for the periodic updating of the Housing Element. With respect to updating it is recommended that the City should prepare an "Annual Housing Statement." This statement would be based on the data that is assembled and collected on a regular basis as well as the analysis conducted for assessing goals/objectives achievement and evaluating selected programs. Consequently, the "Annual Housing Statement" would consist of three basic parts:

- Housing Trends and Conditions
- Goals/Objectives Achievement
- Program Evaluation

This statement could then be transmitted to the Planning Commission and the City Council. The information contained in the Annual Housing Statement can be used by these bodies to accomplish the following:

- Analyze the housing needs of the community
- Understand the current status of conditions in the community
- Review the progress toward achieving the goals and objectives
- Review the effectiveness of the programs contained in the Housing Element
- Identify programs which will be either continued or discontinued
- Identify new programs that could better meet the community's housing needs
- Assess the continued adequacy of the Housing Element in order to make a determination of whether it should be updated.

APPENDIX 'A'

HOUSING STOCK CONDITION

HOUSING CONDITION

As part of its overall housing study and program, the City of Imperial Beach is provided with an estimate of the number of substandard housing units and the number of such units considered suitable for rehabilitation. In deriving such estimates, the department of Housing and Urban Development (HUD) has indicated that "substandard" housing may be defined at the discretion of the local community on the basis of local standards of housing quality. HUD has stated, however, that housing units which do not meet the following two criteria must be classified as substandard:

1. Housing units which lack one or more essential plumbing facilities for the exclusive use of the occupants, such as:
 - a. hot and cold piped water;
 - b. private toilet facilities; or
 - c. private shower and bath.
2. Dilapidated housing units, including the following:
 - a. dwellings with one or more critical defects;
 - b. dwellings with a combination of intermediate defects;
 - c. dwellings having a combination of intermediate defects in sufficient number to require extensive repair or rebuilding; and,
 - d. dwelling of inadequate original construction.

In addition, HUD has stated that a local community may define as substandard those particular units which violate one or more significant aspects of local building or housing codes. The definition of substandard housing chosen for purposes of this study includes all units which:

1. Lack one or more essential plumbing facilities (as described earlier);
2. Exist in a dilapidated condition (as described earlier); and
3. Contain conditions which constitute a substandard building and/or substandard property, as defined by the City's building and housing codes (Uniform Building Code, 1976 and Uniform Housing Code, 1976).

The 1970 U.S. Census was utilized to calculate the number of substandard units in the first two categories, e.g., those units lacking essential plumbing facilities and those in a dilapidated condition. The 1975 Special Census was also used in establishing dilapidated unit counts. Field surveys were conducted to determine the number of housing units having conditions which constitute a substandard building and/or substandard property, as defined by the City's building and housing codes. These latter units are identified as those "in need of major repairs" and those considered "beyond repair."

In order to facilitate the development of a Housing Assistance Plan (HAP), the definition of substandard housing was expanded to include:

4. Dwelling units located in the industrial areas of the City and thus non-conforming in relation to the City's General Plan and zoning ordinance; and
5. Those dwelling units which were identified "in need of minor repairs."

It is recognized that the five categories above are not mutually exclusive. The Housing Assistance Plan, however, will list the units in the first two categories as separate from any of the three remaining categories because the precise location of such units could not be determined. Also, the field surveys to determine the number of units in categories 3, 4 and 5 dealt only with exterior condition.

In determining the number of substandard housing units suitable for rehabilitation, HUD has recommended that the following factors be considered:

1. the costs of required repairs, equipment and construction;
2. the market acceptance and value of the units after rehabilitation;

3. the need for, availability of, and costs of essential community services and facilities necessary for continuing use and maintenance after rehabilitation; and
4. the technical feasibility of rehabilitation under current or accessible construction and financial resources.

For purposes of this study, housing suitable for rehabilitation was generally defined as substandard units which:

1. exist inside an area recommended for re-use (e.g., in areas which will remain in residential use);
2. exist in areas where the residential land use conforms to the existing General Plan and Zoning Ordinance; and
3. the level of repairs necessary to correct substandard conditions are of a "minor" or "major" nature. (In general, if the level of repairs would require expenditures of less than 50 percent of the present estimated value of the unit, rehabilitation would be considered economically feasible.

STANDARD AND SUBSTANDARD HOUSING UNITS IN THE CITY

As indicated in the previous section, a series of field surveys were conducted to determine the number of housing units having conditions which constitute a substandard building and/or substandard property, as defined by the City's Building and Housing Codes. The 1975 Special Census took into account all the existing housing units in the City. Based upon this survey, a second, more detailed survey was conducted concentrating on a select number of areas where substandard units, or units lacking proper maintenance, were known or suspected to exist. The location of the particular areas involved in the second survey are indicated on Exhibit 2. For each of the housing units located in these respective areas, a detailed checklist or survey form was completed indicating the incidence of any substandard building and/or substandard property conditions. A copy of the field survey form is attached. The survey form does not list each of the substandard conditions included in the City's Building and Housing Codes. Many of these conditions relate to the interior

elements of a dwelling unit and the field survey dealt only with exterior conditions. The survey form, however, does provide a checklist of key substandard conditions which are often indicative of more extensive interior building conditions. It should be noted that the possibility certainly exists that additional units would be classified as substandard because of major deficiencies in the interior structure. Under the survey form, a deficiency scoring system was utilized to evaluate the quality of various major and minor building features. The major features included the structural elements of a building (e.g., walls, roofs and foundations). Minor features included such items as windows, doors, wall coverings and roof coverings. In addition, an evaluation was made of various features on the property including fencing, landscaping, sidewalks, driveways and the overall maintenance and appearance of yard areas.

Various ratings were allotted on the basis of 0 - 10 points for major elements and 0 - 4 points for minor elements, as follows:

<u>Condition</u>	<u>Major Elements</u>	<u>Minor Elements</u>	<u>Definition</u>
Beyond repair	10	4	Total replacement of element necessary, or total absence of element.
In need of major repair	7-9	3	Requiring expenditures of at least 50% of total replacement cost to restore to sound condition.
In need of minor repair	3-6	1	Requiring expenditures of less than 50% of total replacement cost to restore to sound condition.
Sound Condition	0-2	0	Sound condition, requiring no more than normal maintenance.

Each property was given an overall rating based on the total number of deficiency points, as follows:

- | | |
|------------|--|
| 31 or more | <u>Beyond reasonable repair</u> , rehabilitation impractical. This classification was used when a structure, either by construction, deterioration or size, did not indicate the economic feasibility of rehabilitation. |
| 15 - 30 | <u>In need of major repairs</u> , rehabilitation questionable. Most of the deficiencies would require a building permit, warrant some expert knowledge of construction, and are expensive. The structure must be constructed sound enough and of sufficient size to economically warrant rehabilitation. |
| 7 - 14 | <u>In need of minor repairs</u> , rehabilitation feasible. All items could be corrected by the homeowner at a minor expense and building permits may not be required. |
| 6 or less | <u>Sound</u> , requiring no more than normal maintenance. All items are sound and in good repair. Very minor maintenance items such as paint and hairline cracks may be present. |

The data inventory has provided evidence that the vast majority of the City of Imperial Beach's housing supply is in good, sound condition. For instance, according to the 1975 Special Census which surveyed exterior conditions, 99.3 percent of the housing stock is in sound condition. In fact, 1975 Special Census data indicates that only 46 dwellings or 0.6 percent of the housing stock was classed as deteriorating and 5 units or 0.1 percent as dilapidated. These figures are consistent with the results of the 1974 City housing survey conducted by the City of Imperial Beach. This survey concluded that forty-three (43) dwellings should be classed as deteriorated. In terms of percentages, both surveys conclude that 0.6 percent of the housing is deteriorated.

The survey of selected areas found that based on sample population of 690 dwelling units (10%) the following results:

Table H-1

<u>Study Area</u>	<u>Sound</u>	<u>Minor Repairs</u>	<u>Major Repairs</u>	<u>Beyond Repair</u>	<u>Total</u>
1	308	2	0	0	310
2	218	1	1	0	220
3	259	1	0	0	260
					<u>690</u>

The tables below breakdown the units into two categories, those needing minor repairs and those needing major repairs for each the sub-areas. Those units categorized in need of minor and major repairs displayed the following sets of conditions:

Table H-2

<u>Conditions</u>	<u>Minor Repairs (7-14)</u>		<u>Major Repairs (15-30)</u>	
	<u>Total</u> <u>No. Units</u>	<u>Units</u> <u>%</u>	<u>Total</u> <u>No. Units</u>	<u>Units</u> <u>%</u>
Lack of Paint	2	.3	0	--
Deteriorated Drive/Walkways	0	--	1	.2
Inadequate Foundation	0	--	0	--
Deteriorated Wall Coverings	0	--	1	.2
Deteriorated Roof Coverings	0	--	1	.2
Lack of Landscaping	1	.2	1	.2
Accumulated Weeds and Trash	0	--	0	--
Unsound Fencing	3	.4	0	--

<u>Conditions</u>	<u>Minor Repairs (7-14)</u>		<u>Major Repairs (15-30)</u>	
	<u>Total</u>	<u>Units</u>	<u>Total</u>	<u>Units</u>
	<u>No. Units</u>	<u>%</u>	<u>No. Units</u>	<u>%</u>
Defective Roof Structure	0	--	0	--
Defective Wall Structure	0	--	0	--
Broken Windows	3	.4	1	.2
Broken Doors	0	--	0	--
Abandoned Vehicles	2	.3	1	.2
Abandoned Equipment and Appliances	0	--	0	--

This relatively small percentage of deteriorating or dilapidated units contrasts sharply with the results of the 1960 census and 1972 reconnaissance study of Imperial Beach. The 1960 census found that 9.2 percent of the dwelling units were classified as deteriorated or dilapidated; while the 1972 reconnaissance study of Imperial Beach stated that deteriorating housing had increased in the community during the 1960's. This decline (from 1960 - 1972) in housing condition can be attributed to a second wave of residential growth consisting of inexpensive apartment buildings and to additional units build on lots originally zoned as single-family (it should be noted that the 1970 census did not survey physical condition).

This substantial reduction in deteriorated or dilapidated dwellings can be generally attributed to several factors; recycle of units, rehabilitation (private and public) and a change in definition.

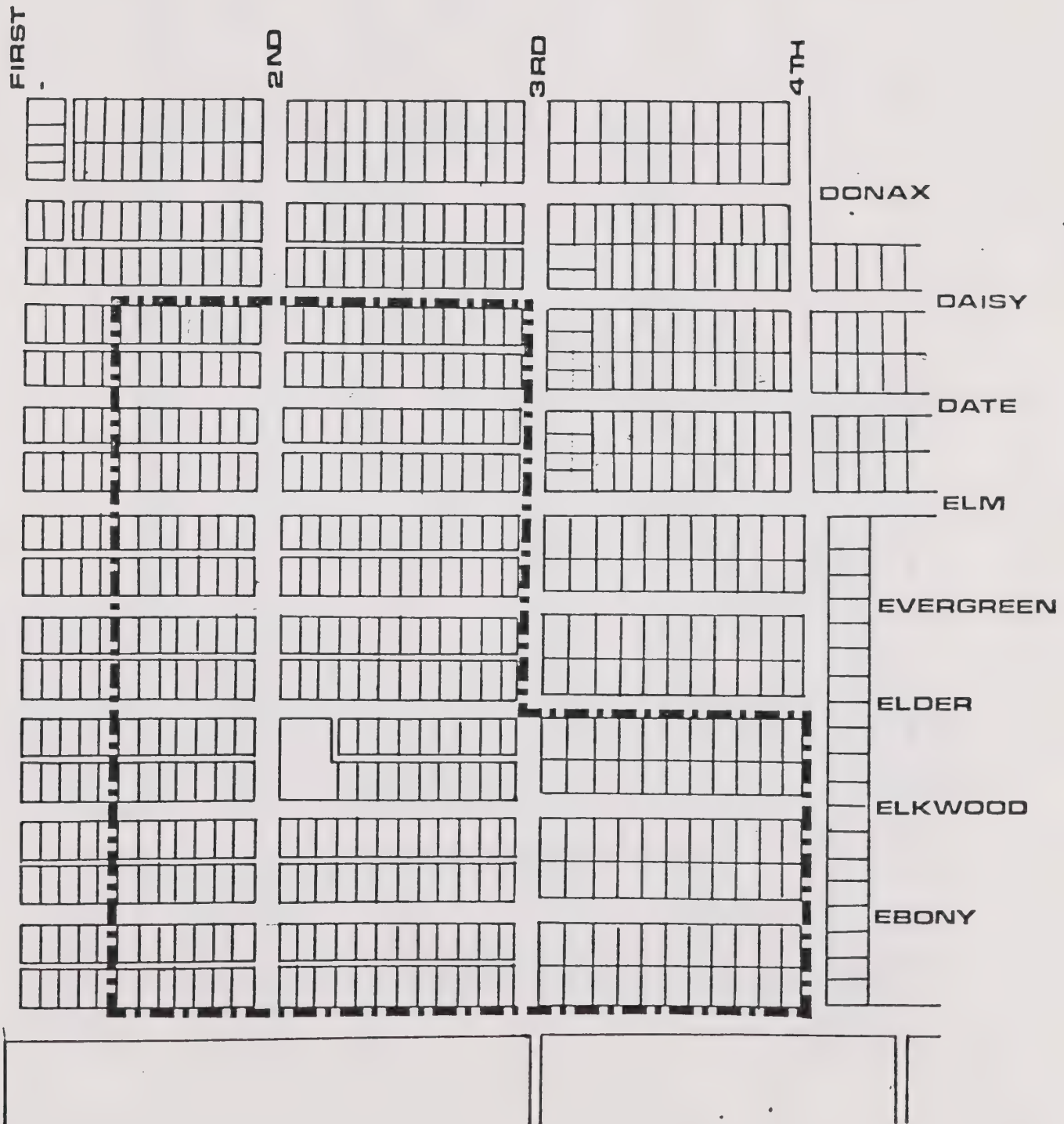
However, despite the reduction in the number of deteriorated and dilapidated units, the exterior housing quality survey and other data pertaining to the existing stock show that there are a variety of housing improvement needs. Although it is difficult to develop definitive categories of needs, it is evident that Imperial Beach has housing preservation and rehabilitation needs.

Housing Suitable for Rehabilitation

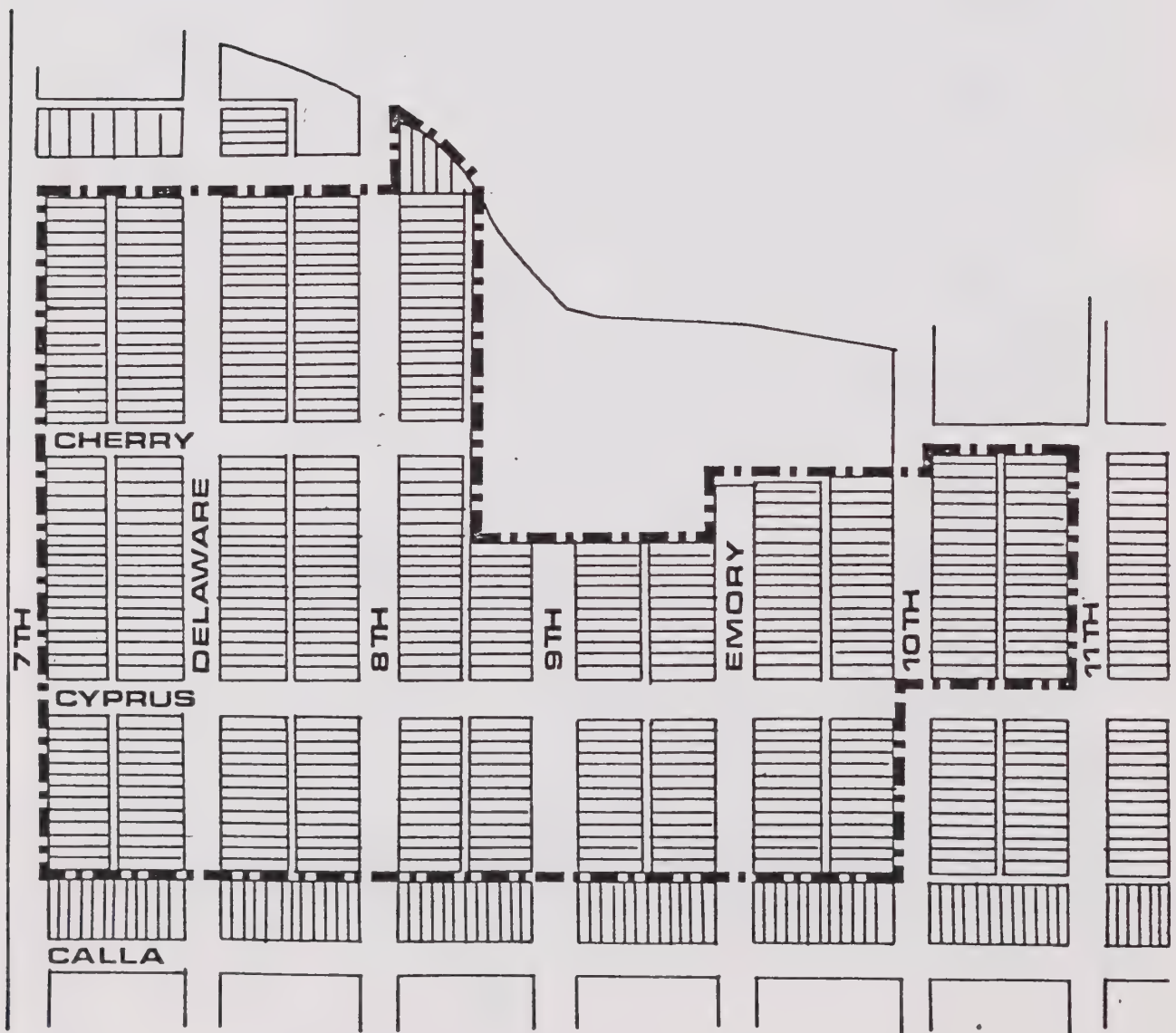
In order to help determine the number of substandard units suitable for rehabilitation, specific cost estimates were made of the varying type and degree of repairs. For each major and minor feature, a series of unit cost figures were developed which varied in accordance with the degree and extent of repairs needed. Units involving broken windows, for example, were rated on a scale of 0 to 4 (as described earlier) with a corresponding cost figure assigned to each value 0 through 4. These generally corresponded to the number of broken windows. The replacement cost for broken windows was estimated at \$15.00 each with an additional \$10.00 as necessary for the replacement of window screens. With a possible rating of 1 to 4, potential cost estimates could therefore vary between \$25.00 and \$100.00 per unit. The detailed cost figures utilized in the study are included.

Each unit categorized "in need of minor repairs" or "in need of major repairs" was assigned an overall cost estimate for rehabilitation, depending on the type and degree of repairs. The following table is a summary of the total cost estimates for rehabilitation of each unit in the above categories by area.

<u>Area</u>	<u>Minor Repairs</u>		<u>Major Repairs</u>	
	<u>Number of Units</u>	<u>Cost Estimates</u>	<u>Number of Units</u>	<u>Cost Estimates</u>
1	2	\$2,985	0	0
2	1	1,010	1	\$4,650
3	1	1,158	0	0
TOTALS	4	\$5,153	1	\$4,650



AREA I



CONNECTICUT

7TH

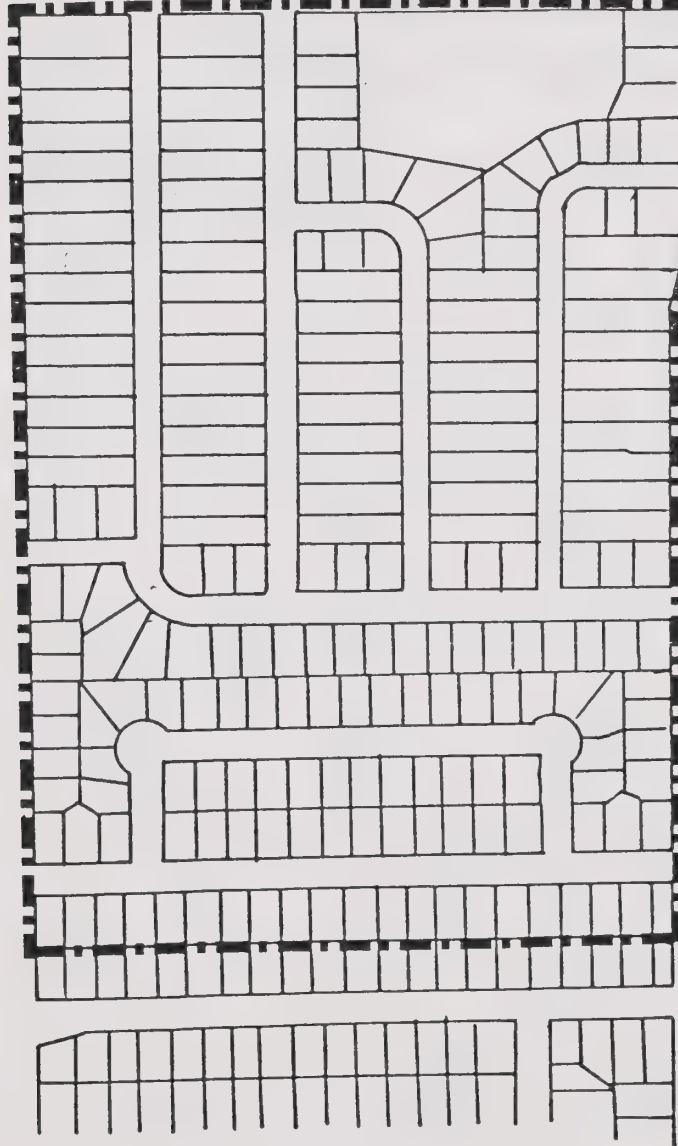
DELAWARE

8TH

DOWNING



IMPERIAL BEACH



GROVE

HICKORY

HOLLY

ONEONTA

AREA 3

REHABILITATION COST ESTIMATES

COST ESTIMATES

1. Lack of paint (0-4) walls: \$675 (3-Bdm. Single-story)
 trim: \$250

(1)	(2)	(3)	(4)
\$540-\$600	\$600-\$700	\$700-\$925	\$925

2. Deteriorated wall covering (0-4) stucco: \$10.00 sq.yd.
 patchwork only

(1)	(2)	(3)	(4)
\$200	\$300	\$500	\$700

3. Deteriorated roof covering (0-4) \$40/square (2,300 sq.ft.)

Max. (1) 25%	(2) 50%	(3) 75%	(4) 100%
\$250	\$500	\$750	\$1,000

4. Broken windows, \$15.00 each and \$10.00 each (screens)

(1)	(2)	(3)	(4)
\$25	\$50	\$75	\$100

5. Broken doors, \$115 each and \$15 each (weather strip)

(1)	(2)	(3)	(4)
\$50	\$100	\$150	\$200

(Garage, single: \$150)

6. Defective roof structure, \$1.50/sq.ft. plus covering (2,300 sq.ft.)

(1-3) 10%	(4-5) 20%	(6-7) 30%	(8-10) 50%
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7. Defective wall structure, \$1.50/sq.ft. plus covering (1,680 sq.ft.)

(1-3) 10%	(4-5) 15%	(6-7) 20%	(8-10) 25%
\$170	\$250	\$340	\$420

8. Inadequate foundations, \$16.65/lin.ft.* 25x30 - 110 ft.
30x40 - 140 ft.

(1)	(2)	(3)	(4)
\$300	\$500	\$1,000	\$1,200

*Includes reinforcement and raising of existing structure.

9. Deteriorated drive/walkways plus removal, \$50-\$150

Patch and seal-coat: \$.25/sq.ft.: \$80-\$100

Replacement (16 x 20 sq.ft.)

Drive: Concrete \$1.25

320 sq.ft. asphalt \$1.75*

Walkway: concrete

	(1)	(2)	(3)	(4)
Drive:	\$350	\$425	\$500	\$560
Walk:	<u>50</u>	<u>50</u>	<u>75</u>	<u>100</u>
	\$450	\$475	\$575	\$660

*Includes cost of heavy equipment for small job

10. Unsound fencing: Replacement:

Wood: \$7.00 ft. - 100 ft. - \$700.00
Chain link: \$5.25 ft. - 100 ft. - \$525.00
Block: \$14.00 ft. - 100 ft. - \$1400.00

(1)	(2)	(3)	(4)
\$190	\$300	\$500	\$700

11. Accumulated weeds/trash

(1)	(2)	(3)	(4)
\$50	\$100	\$150	\$200

12. Lack of landscaping

(1)	(2)	(3)	(4)
\$100	\$300	\$500	\$750

13. Abandoned equipment/appliances/vehicles

(1)	(2)	(3)	(4)
\$25	\$50	\$75	\$100

CITY OF IMPERIAL BEACH
HOUSING CONDITIONS/REHABILITATION SURVEY

1. DATE _____

3. BLOCK _____

4. PARCEL _____

5. ADDRESS _____

6. ESTIMATED MARKET VALUE (4.2 x Factor) \$ _____

7. UNIT TYPE

- Single-Family _____
- Multi-Family _____
 - Duplex _____
 - Triplex _____
 - 4-Plex _____
 - 5+ Units _____

9. EXISTENCE OF SUBSTANDARD CONDITIONS

- Structural Hazards
 - Inadequate Foundations _____
 - Deteriorated Walls _____
 - Defective Roofs _____
 - Defective Chimneys _____

- Faulty Weather Protection
 - Broken Windows _____
 - Broken Doors _____
 - Lack of Paint _____
 - Wall Coverings
 - Broken _____
 - Rotted _____
 - Split _____
 - Buckled _____
 - Defective Roof Covering _____

- Nuisances
 - Unsound Fencing _____
 - Lack of Landscaping _____
 - Improper storage of,
 - Motor Vehicles _____
 - Recreation Vehicles, Trailers, Campers _____

2. SUITABILITY FOR REHABILITATION

0-6	7-14	15-30	31+
Sound	Minor Repairs	Major Repairs	Beyond Repair

8. OCCUPANCY

- Vacant _____
 - For Sale _____
 - For Rent _____
 - Unknown _____
- Occupied _____
 - No. Units _____

• Unsanitary & Hazardous Premises

- Accumulation of,
 - Weeds _____
 - Trash _____
 - Garbage _____

- Hazardous Materials

- Lumber _____
- Combustible Materials _____
- Abandoned Equipment, Appliances _____
- Abandoned Motor Vehicles _____
- Deteriorated Drive-ways, Walkways _____

• Improper Occupancy _____

(Occupancy of a building not designed or intended to be used as living quarters)

10. LEVEL OF REPAIRS REQUIRED TO CORRECT SUBSTANDARD CONDITIONS:

(Consult Detailed Rating System & Descriptions)

● Condition of Major Elements _____ (Subtotal)

- Foundation _____
- Wall Structure _____
- Roof Structure _____

● Condition of Minor Elements _____ (Subtotal)

- Wall Covering _____
- Roof Covering _____
- Windows & Frames _____
- Doorways _____
- Chimneys _____
- Drive/Walkways _____
- Fencing _____
- Landscaping _____

_____ (Total)

11. SUITABILITY FOR REHABILITATION

(Consult Detailed Descriptions)

0-6	7-14	15-30	31+
Sound, Requiring Normal Maintenance	In Need of Minor Repairs	In Need of Major Repairs	Beyond Repair

12. GENERAL ESTIMATE OF COST FOR REHABILITATION

- Minor Repairs \$ _____
- Major Repairs \$ _____

DETAILED SURVEY CRITERIA

1. LEVEL OF REPAIRS REQUIRED TO CORRECT SUBSTANDARD CONDITIONS

Various ratings will be based on a deficiency scoring system allotting 0 to 10 points for major elements and 0 to 4 points for minor elements, as follows:

<u>Condition</u>	<u>Major Elements</u>	<u>Minor Elements</u>	<u>Definition</u>
Beyond Repair	10	4	Total replacement of element necessary, or total absence of element.
In Need of Major Repair	7-9	3	Requiring expenditures of at least 50% of total replacement cost to restore to sound condition.
In Need of Minor Repair	3-6	1	Requiring expenditures of less than 50% of total replacement cost to restore to sound condition.
Sound Condition	0-2	0	Sound condition, requiring no more than normal maintenance.

2. SUITABILITY FOR REHABILITATION

Each property is then given an overall rating based on the total number of deficiency points; as follows:

31 or more	<u>Beyond reasonable repair</u> , rehabilitation impractical. This classification is used when a structure, either by construction, deterioration or size, does not indicate the economic feasibility of rehabilitation.
15 to 30	<u>In need of major repairs</u> , rehabilitation questionable. Most of the deficiencies would require a building permit, warrant some expert knowledge of construction, and are expensive. The structure must be constructed sound enough and of sufficient size to economically warrant rehabilitation.

7 to 14

In need of minor repairs, rehabilitation feasible. All items could be corrected by the homeowner at a minor expense and building permits may not be required.

6 or less

Sound, requiring no more than normal maintenance. All items are sound and in good repair. Very minor maintenance items such as paint and hairline cracks may be present.

3. DETAILED DEFINITIONS RELATED TO MAJOR AND MINOR ELEMENTS

● FOUNDATION

Sound (0-2): The foundation is constructed of concrete or masonry and is greater than 6 inches above finished grade.

Needs Minor Repair (3-6): The foundation of wood structures is less than 6 inches, but well above finished grade. Cracks no greater than 1/16-inch wide and, collectively, cover no more than 1/5 the area of the foundation. There should be no wall sagging or buckling attributed to defects of the foundation. Minor holes, crumbling, chipping or general deterioration of the foundation cannot be greater than 1/5 of its area.

Needs Major Repair (7-9): The foundation is constructed of masonry or concrete, but less than 1/2 is on or below finished grade. Crumbled, cracked (1/4-inch or greater in width) chipped or broken concrete is greater than 1/5 but not more than 3/4 of the foundation area. Warped, buckled or sagging walls can be definitely attributed to deterioration of the foundation.

- Beyond Repair (10): No foundation is present, or constructed on piers, or from makeshift materials. More than 1/2 of the mudsell is on or below the finished grade. General deterioration of concrete or masonry foundation is greater than 3/4 of its area.

● WALLS

Sound (0-2): All walls plumb and, may have very minor deficiencies (hairline cracks, less than 1/16-inch wide).

Needs Minor Repairs (3/6): All walls plumb—minor holes, from the size of a fist to no more than 2-feet in diameter. Broken, missing, or cracked (1/16-inch wide, thickness of pencil lead) exterior siding from 1 foot to 1/4 of the total wall surfaces. Most deficiencies may be repaired by homeowner at minor expense, and may not require a permit.

Needs Major Repair (7-9): Walls out of plumb, twisted, warped or repaired with makeshift materials. Holes not less than 2 feet in diameter to a total of not more than 1/2 of the exterior surface. Cracks must be greater than 1/16-inch wide and not more than 1/2 of the total wall surface. The entire structure is basically plumb. Most deficiencies will require a building permit, warrant some expert knowledge of construction and are expensive.

Beyond Repair (10): All walls out of plumb, entire structure leaning. Holes, cracks, broken or missing exterior siding greater than half the total surface area. Economics and feasibility of repairs would not produce a sound, safe dwelling. Demolition and reconstruction of a new dwelling would be warranted.

- ROOF

Sound (0-2): May have very minor deficiencies (a few warped shingles, etc.).

Needs Minor Repair (3-6): The roof line may sag very slightly, but not over 1/4 of the roof area. The roofing material may need from minor to complete replacement. Holes may be present, but no greater than the size of a fist. Most deficiencies may be repaired by homeowner and may not require a permit.

Needs Major Repair (7-9): Structural weakening caused by termites, and dry rot damage evidenced by rippled eaves and sagging over 1/4 and not greater than 1/2 the roof area. Holes greater than the size of the fist and not over 1/2 the area of the roof. Very often makeshift materials are used to repair deficiencies. The repairs would be expensive; may warrant a building permit, but would yield a sound standard roof.

Beyond Repair (10): General damage to structural member would be greater than 1/2 the roof area. The entire structure would be in such disrepair that it would not be feasible to replace the roof.

- OTHER STRUCTURAL ITEMS

Sound (0): All exterior structural items not included in any of the above categories are in good condition (i.e., windows, doorways, chimneys, etc.).

Needs Minor Repair (1): Not more than 1/4 of windows, doorways or attic vents broken or missing, nor more than 1/2 of the total of any single item broken or missing. No more than two broken or missing window panes.

Porches and chimneys structurally sound and not more than 1 square foot of area broken, missing or in disrepair. No more than two risers missing or broken and hand rails present.

All repair could be accomplished by the homeowner with a minimum of expense.

Needs Major Repair (3): Three or more window panes missing or broken. More than 1/4, collectively, or more than 1/2, singly, of the windows, doorways or attic vents missing.

Porches and chimneys leaning or with more than 1 square foot of area broken, missing or in disrepair. More than two risers missing or broken. Handrails in need of repair or missing.

Beyond Repair (4): This applies when the deterioration of all minor elements make it economically unfeasible to make repairs.

- DRIVEWAYS/WALKWAYS

Sound (0): Driveways and walkways are in good repair or the traffic problems and general landscaping are designed so as to make walkways unnecessary.

Needs Minor Repair (1): Cracked, broken, uprooted or chipped concrete or pavement will be evidenced, but cannot, collectively, be more than 1/8 of the total surface area.

No significant portion of the driveway nor any portion of walkways is missing.

Needs Major Repair (3): Cracked, chipped, broken or uprooted surface material must be, collectively, more than 1/8 but not more than 3/4 of total surface area. No more than 1/2 of the driveway or walkways is missing.

Beyond Repair (4): This applies to driveways and walkways in such disrepair that replacement of surface materials would not correct the deficiencies. Examples are the removal of several trees or changes in topography.

- FENCING

(When fences are shared by two parcels, both parcels should be rated as to the fence's condition.)

Sound (0): All structural elements are in good repair and no painting is necessary. Small picket or decorative fences may have minor deficiencies (retouch painting or one or two elements in need of repair).

Needs Minor Repair (1): All fences are sound and not leaning. Brick, chain link, or block fences may not have over 1/4 of the side broken or missing. Wood or any other inexpensive fencing shall not have more than 1/2 of one side in disrepair.

Needs Major Repair (3): Brick, block or chain link fences must have more than 1/4 of one side and not more than 1/2 of the entire fencing with broken, missing or severely leaning elements.

Wooden or other inexpensive fences must have more than 1/2 of one side and not more than 1/3 of entire fencing with severely leaning, missing or broken elements.

Beyond Repair (4): Brick, block or chain link fences with more than 1/2 of entire fencing with severely leaning, fallen missing or broken elements.

Wooden or other inexpensive fences with over 1/3 of the entire fencing with severely leaning, fallen, missing or broken elements,

- LANDSCAPING

Sound (0): The total spectrum of landscaping, including plants, decorative rock or other material, in good repair. Minor deficiencies may be allowed if they can be corrected under normal weekly maintenance.

Needs Minor Repair (1): This group would include bare areas of soil not more than 1/2 of the total lawn area; tall grass, litter, weeds or decorative materials in disrepair.

Needs Major Repair (3): Overgrown vegetation, seriously broken or missing decorative materials and large bare areas of unimproved soil, totaling over 1/2 of the yard area.

A parcel rated within this group would require major redesign, replanting, or renovation beyond that which could be construed as "normal maintenance."

Serious Fire and Safety Hazards (4): This rating is utilized when there is tall, dry grass or weeds, accumulations of lumber, trash, cast-off materials and other combustibles in a quantity large enough to pose a serious fire hazard or rodent harborage.

OPEN SPACE
AND CONSERVATION ELEMENT

JUNE 1981

CONSERVATION

I. ISSUE

The need to create programs to preserve the sensitive environmental and ecological systems which exist in the community.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

The City should strive toward a resolution of the many issues and divergent opinions concerning the Tijuana River Estuary.

Implementation Directives

1. The City shall continue to meet with all involved agencies.
2. The City shall create a temporary monitoring system in order to keep informed about new developments in the Estuary issue.
3. The City shall review, assist if necessary, and cooperate with any studies and/or reports being undertaken relative to the Estuary.
4. In that decisions have to be made and policies developed relative to the Estuary, it is imperative that the Legislative Body, Planning Commission and City Staff become increasingly aware and understand the natural processes of the Estuary, its value, and its sensitivity.

B. General Policy

Preserve the habitat of endangered wildlife species where such habitats are currently viable and well protected from human interference.

Implementation Directives

1. The City shall designate such critical habitat areas as conservation areas and shall protect them from future development, especially where they are located in lands under public ownership.
2. Staff shall consult and cooperate with the Department of Fish and Wildlife as to the proper manner of maintaining, managing, and controlling such habitat in order to insure minimum disruption of nesting sites of endangered species.
3. The City shall establish buffer zones to protect critical wildlife habitat areas.

C. General Policy

Preserve the habitat of unique plant communities where such habitats are currently viable and well protected from human interference.

Implementation Directives

1. The City shall designate such areas of unique plant habitat as conservation areas and shall protect them from future development, especially where they are located in lands under public ownership.
2. The City shall develop methods of limiting human use of such areas for recreational purposes and shall restrict such areas only to allow such activities that would not endanger the unique plant habitat areas.
3. The City shall establish buffer zones around unique plant communities.

D. General Policy

Preserve and where practical improve the Estuary process, its natural waterways and wildlife habitat as much as possible.

Implementation Directives

The City shall use the EIR process for any development to ensure that delicate eco-systems are not adversely affected by proposed developments.

E. General Policy

Preserve natural elements of the urban environment.

Implementation Directives

The City shall prepare a tree preservation ordinance which takes into consideration the following:

1. Any tree or trees that are landmark trees or that are of special cultural or coastal community significance.
2. Any tree or trees that are visually prominent and/or important scenic resources because they are visible from public viewing areas, public recreation areas or park areas.
3. Any tree or trees that provide shade or act as a buffer in areas used by the public for recreational purposes or access to or along the coast.

4. Any tree or trees which are an integral part of an environmentally sensitive habitat area which has been so designated by the California or Regional Commission.
5. Any tree or trees that are significant as a native California species.
6. Any tree or trees that are of educational or scientific value because of their location, species, size, habitat value or other natural features.
7. Any tree or trees that are important in the control of erosion, in the provision of windbreaks or other climate control, in the provision of protection to surrounding vegetation, in the provision of soil stabilization, or in the maintenance of flood control protection.
8. The City shall modify the street tree requirements in the subdivision ordinance to include specific sizes, quantity and form.

III. CONSULTANT'S RECOMMENDATION

Implementation directives recommended under the last policy of this section are taken from the Coastal Commission policies regarding tree preservation.

CONSERVATION

I. ISSUE

A monitoring system is necessary whereby all matters affecting the environment would be recognized, understood and acted upon, if necessary, to assure that further damage would be avoided by utilizing existing staff and regional agencies

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Establishment of a regional environmental monitoring system.

Implementation Directives

1. The City shall urge regional agencies such as CPO and San Diego County to coordinate with various specialized agencies in developing a regional monitoring system to benefit the local and regional agencies.
2. The City shall investigate the possibility of establishing a local environmental monitoring program focusing in on local environmental issues that should be dealt with.
3. The City shall create a function in which appropriate meetings of regional agencies are attended and its results reported to the City Manager who will present periodic and annual summaries of such to the City Council.
4. The City shall establish a biologically acceptable mosquito abatement program coordinated with local, State and Federal agencies.

III. CONSULTANT'S RECOMMENDATIONS

The Consultant concurs with the recommended policies.

CONSERVATION

I. ISSUE

Imperial Beach must improve the quality of public and private development and facilities in order that the creations of man enhance, rather than conflict, with the natural beauty of the area.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Develop and maintain an active civic landscaping plan.

Implementation Directives

1. The City shall allocate funds in the annual budget for the landscaping of street medians and parkways, as well as public ground such as schools and funds for maintenance thereof.
2. The City shall develop priorities for landscaping projects to which annual budgets are keyed.
3. The City shall investigate outside sources of funding for landscape improvement projects and subsequent maintenance.
4. The City shall develop a list of plant materials (especially trees) most suitable to the City of Imperial Beach in terms of cost, form (preferably tall, broad form and densely foliated), hardiness, maintenance and aesthetic value.
5. The City shall initiate a program that would encourage use of land, public and private, for food production (i.e., fruit and vegetable plants) to selecting plant materials for landscaping throughout the City.

B. General Policy

Improve the efficiency and visual quality of the circulation system.

Implementation Directives

1. The City shall develop a five year capital improvement program outlining street and alley improvement priorities and allocating funds for such.
2. The City shall investigate other sources of funding that may be available for input into the capital improvement program.

3. The City shall continually monitor and control the growth of weeds along parkways, medians and other public lands in order to enhance visual quality.

III. CONSULTANT'S RECOMMENDATION

The Consultant concurs with the recommended policies.

CONSERVATION

I. ISSUE

The need to improve the sewer and flood control facilities due to their direct relationship with the community's future environmental quality.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Develop a capital improvement program of sewers for maintenance and improvements.

Implementation Directives

1. The City shall cause a review and update of the Sewerage System Master Plan.
2. The City shall implement the revised recommendations of the Sewerage System Master Plan.
3. The City shall investigate and research other sources of funding to supplement current sources.

B. General Policy

Develop a system of managing urban runoff and flood waters to curb pollution in the beach area and the Estuary.

Implementation Directives

The City shall develop a drainage master plan reflecting current and future demands for conservation.

C. General Policy

Develop a monitoring system to insure that proper regional management of wet and dry season water flows will continuously occur for the Tijuana River to ensure that sewage pollution from Tijuana will not adversely affect Imperial Beach.

Implementation Directives

1. The City shall establish and maintain a close coordinating function with the agency in charge of such management, including local, state Federal and international levels.
2. The City shall establish and maintain close contact with the Regional Environmental Quality Control Board for advice and water quality legislation if needed.
3. The City shall investigate and research other sources of funding to supplement current resources, particularly Section 208 funds.
3. The City shall, as a condition of approval, require that any new development in the Tijuana Estuary or Oneonta Slough require reciprocal restoration of undeveloped portions of the Estuary or Slough consistent with Coastal Act policy.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

CONSERVATION

I. ISSUE

The creation of a climate of citizen awareness in conservation issues.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Establish a City Beautification Plan to stimulate citizen participation.

Implementation Directives

1. The Legislative Body shall cooperate with local service organizations of citizens interested in developing environmental quality in the City and creating a favorable image.
2. The City shall explore sources of funding for beautification programs.
3. The City shall advise and maintain close communication with local service organizations involved in the beautification programs.

B. General Policy

Expand the scope of the existing annual Clean-Up Campaign.

Implementation Directives

1. The City shall continue to offer free hauling services to the residents.
2. The City Beautification Plan shall encourage and stimulate the interest of the local business community.
3. The City shall request the Chamber of Commerce for their assistance in the coordination of businesses and their sales of materials and services to coincide with the Clean-Up Campaign.
4. The City Beautification Plan shall encourage civic organizations and clubs to participate in the Clean-Up Campaign..
5. The City shall encourage and organize work parties to assist the elderly in the annual clean-up of their homes.

C. General Policy

Establish communication with the City's residents regarding the maintenance of their properties.

Implementation Directives

The City shall prepare and distribute pamphlets that deal with property maintenance.

D. General Policy

Develop a consciousness for conservation throughout the community.

Implementation Directives

The City shall establish a program where staff members become guest speakers, as in similar programs developed by the fire department, in order to communicate the importance of conservation to local schools and the general public.

III. CONSULTANT'S RECOMMENDATIONS

The Consultant concurs with the recommendation.

CONSERVATION

I. ISSUE

Reflection of conservation value in the City's operations and functions.

II. RECOMMENDED POLICIES AND STANDARDS

A. General Policy

Insure that the application of the Building Code requirements are more oriented toward conservation.

Implementation Directives

1. The City shall evaluate the Building Code and future changes for their environmental implications and change or adopt accordingly.
2. The City shall encourage the use of appropriate building design, techniques and materials that conserve natural resources and energy.
3. The City shall actively participate in the International Conference of Building Officials in order to foster this conservation ethic.

B. General Policy

To take full advantage of the Environmental Impact Report process to analyze all future development.

Implementation Directives

The City shall develop a resource inventory of environmental data utilizing information presented in EIR's presented to the City.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

Protection of the Public Health and Safety by designating natural hazardous areas as open space.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Development of the floodplain must be regulated in such a manner as to prevent injury, loss of life, or property damage due to flooding.

Implementation Directives

The City shall develop zoning districts for the Tijuana River floodplain which will require that the southern portions remain as open space, and the Oneonta Slough be developed in such manner as to remove any possibility from flood damage both on and off site.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

The need to modify policies and land use controls to reflect current and future demands for environmental quality and open space.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Update and revise the zoning ordinance in order to reflect current and future demands for open space and conservation.

Implementation Directives

1. The City shall evaluate the useable open space requirements for residential and commercial zones.
2. The City shall evaluate and modify as necessary the zoning ordinance to include building coverage limitations (expressed in percentages of the entire site) in the R-1, R-2 and R-3 zones.
3. The City shall maintain the parking lot landscaping requirements.
4. The City shall maintain existing zoning requirements to specifically prohibit the location of parking spaces and parking structures in the front setback areas unless properly screened.
5. The City shall develop standards to require buffering techniques between residential areas and more intense uses. These should consist of landscaping and decorative walls.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

Continued development of the beach area to insure the enhancement of this recreational open space as well as the need to develop programs to upgrade other existing recreational open spaces.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Develop open space and landscaping standards for the beach area.

Implementation Directives

The City shall prepare standards relative to the maintenance of public access to beaches, interconnecting green spaces on public and private properties, development of vistas, the landscaping of streets and the development of parks and recreational areas.

An evaluation should be made of securing additional public access to the beach area including acquiring lost public access.

III. CONSULTANT'S RECOMMENDATIONS

The consultant concurs with the recommended policies.

OPEN SPACE

I. ISSUE

The need to ensure the continuing preservation of areas demanding conservation because of their unique qualities.

II. RECOMMENDED POLICIES AND STANDARDS

General Policy

Existing open space areas in the community shall be permanently preserved as such where so designated.

Implementation Directives

1. The City shall designate areas of unique vegetation as open space where under public ownership and/or leasehold in order to prevent encroachment of development.
2. The City shall designate areas of endangered species nesting sites on open space where under public ownership and/or leasehold in order to minimize human intervention.
3. The City shall designate the beach as open space in order to maintain it as a public recreational facility.

III. CONSULTANT'S RECOMMENDATION

The consultant concurs with the recommended policies.

B. Coastal Act Policies

Coastal Act Policies related to water and marine resources and environmentally sensitive habitat areas are as follows:¹

Section 30230. Marine resources shall be maintained, enhanced, and, where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

Section 30231. The biological productivity and the quality of coastal waters, streams, wetlands, estuaries and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface waterflow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

Section 30240.(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on such resources shall be allowed within such areas.

(b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade such areas, and shall be compatible with the continuance of such habitat areas.

¹State of California, Coastal Act Policies, Vol. II.

- The lack of human resources - Because citizenry consists largely of a short term, transient population, there is a considerable degree of apathy.
- Many of the policies are ongoing - Some policies establish a process of planning which is ongoing. They will never be achieved in a highly measurable sense, but rather provide decision makers with guidance.

In light of the above and placing the Open Space and Conservation Element in a more realistic perspective, there are certain items of high priority which Imperial Beach must seriously consider as an initial step toward implementation of this element. These are covered under the implementation section of this report, and include primarily the adoption of policies and ordinances which would prohibit development in sensitive Open Space areas.

The goals and policies presented in this Element have been provided with implementation directives which relate directly to the day to day activities of the City. They are largely administrative and may place an additional burden on staff until they are fully integrated into the daily workings of the City. Because the whole open space and conservation issue is relatively new to many cities, having to deal with such automatically creates this burden. Increasing administrative duties often times will result in having to increase staff, although this need not be the case. However, as indicated earlier, as the economic base of the City becomes more attractive, then the more expensive recommended actions become more feasible. It should be noted that an initial expenditure of funds to create an attractive and pleasing environment both for residents and visitors will result in added private investment and a stronger tax base. It is therefore recommended that the City proceed immediately with implementing those measures which will serve to most effectively preserve sensitive Open Space areas such as the Tiajuana Estuary and the Oneonta Slough.

The Coastal Act sets forth priorities which provide important legal guidance for framing local policies and recommendations pertinent to preservation of coastal habitats. This framework is established in two ways: first, by identifying the key issues for local consideration and; secondly, by establishing priorities for choosing among issues and associated local policies and recommendations. In general, the Coastal Act priorities are as follows:

First: Protect, maintain, and where feasible, restore coastal natural resources including environmentally sensitive habitat areas and marine resources.

Second: Maximize public access and recreational opportunities to an along the coast subject to the protection of natural resource areas from overuse.

Third: Allow siting of other non-recreational facilities which are coastal-dependent along the coast to support orderly economic development; however, siting shall be designed to prevent impacts on habitats and coastal recreational and scenic resources.

Fourth: Allow other coastal development where it will not have significant adverse effects either individually or cumulatively on coastal resources.

C. Implementing Open Space and Conservation Element Policies

Imperial Beach may be unable to implement many of the policies presented in the two sections above in a short term time frame due to the following:

- The lack of revenues - The City does not have a strong economic tax base, which will allow heavy capital investment.
- A shortage of staff.

SECTION IV: OPEN SPACE AND CONSERVATION PLAN

In general, the designation of various areas for open space and the potential use or non-use to which these areas may be placed, is dependent on the area's natural physical and biological features, upon the present location and extent of urban development, on various comprehensive open space planning goals and on the type of environment which the local citizens desire and are willing to afford. Drawing from each of these particular factors, this proposed Open Space and Conservation Plan evolved from a review and analysis of five individual categories of open space, including open space for: (1) resource conservation and production, (2) resource preservation, (3) public health and safety, (4) outdoor recreation, and (5) scenic and cultural enjoyment. The composite open space and conservation plan depicts those areas related to one or more of the five categories of open space to be retained on a permanent basis. For areas designated as permanent open space, a listing of priorities has been developed and included within this section.

The following areas should be maintained as permanent Open Space, and should be indicated on the Land Use Map as such.

A. The Tijuana River Estuary

The value of the Estuary has been pointed out in previous discussion. The controversy surrounding it and the issues have also been discussed. Such can basically be reduced to open space versus economics: the City of Imperial Beach favoring at least partial development of the Estuary, and various State and Federal agencies, as well as environmentalists, favoring preservation in its natural state. Agencies that have become involved in the controversy and their current thinking relative to the Estuary are as follows:

U.S. Army Corps of Engineers. The Estuary is a valuable natural attraction and an educational and scientific asset to the community. The Corps feels that waters within the Estuary should be classified as navigable.

Coastal Commission. The Estuary is a distinct natural resource and critical environmental area. The Commission has a policy of no filling, dredging or construction allowed in the Estuary without a permit.

State Department of Parks and Recreation. The Estuary is the finest in California and should be preserved at all costs.

State Resources Agency. Recommended that the State Park be expanded to include the Estuary. In addition, the floodplain should be preserved in its natural state.

State Department of Fish and Game. The Estuary should be preserved because it provides essential habitats for a wide variety of wildlife.

State Lands Commission. Tidal lands classification within the Estuary is sought. This would mean that such lands should be preserved.

Department of Interior. Has declared the Estuary a natural landmark.

Comprehensive Planning Organization. The Estuary is a natural resource that should be preserved if at all possible.

If the Estuary area is either partially or wholly developed the following must be taken into consideration or respected:

1. The recreational value: hiking, bird watching, fishing, swimming, hunting, clamming, shell collecting, snorkeling.
2. The conservational value: a wide variety of wildlife is supported by the Estuary, including four endangered species. In addition, four unique plant communities have established in the Estuary.

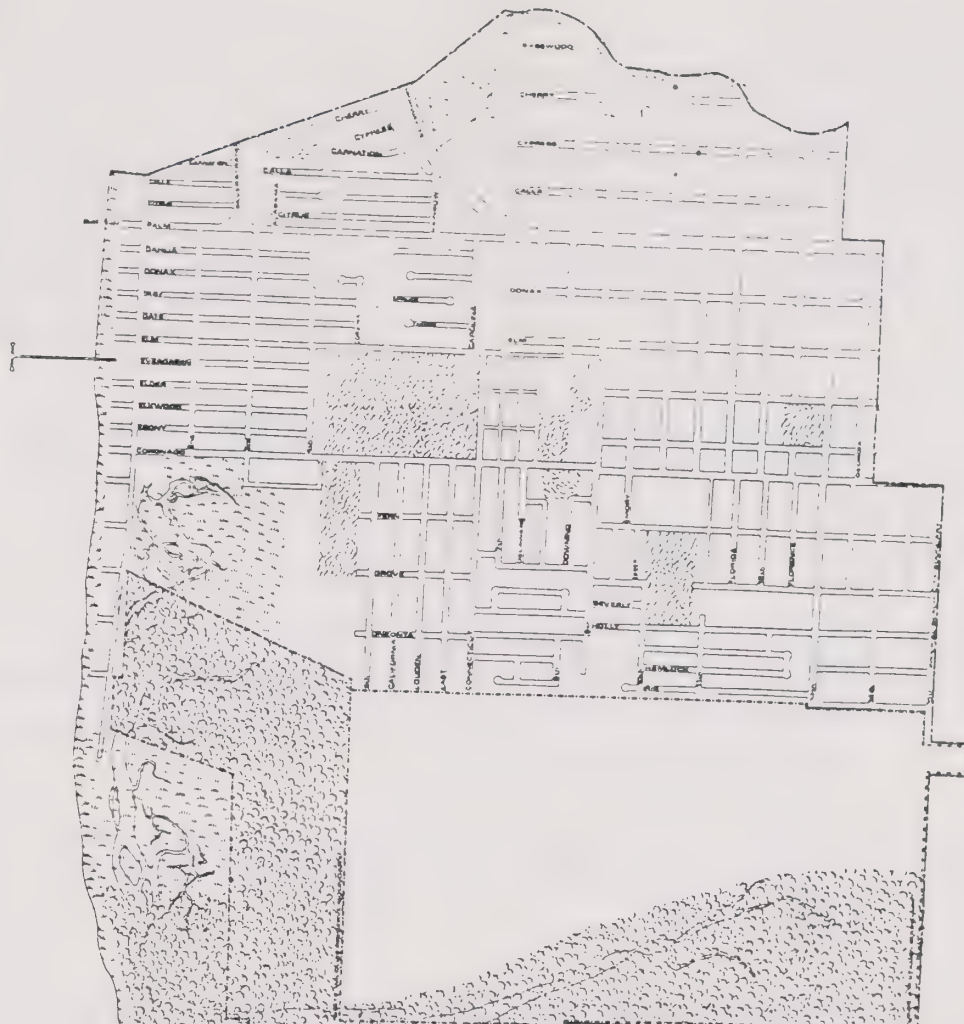
3. The educational and scientific value: the area is used by colleges and universities, as well as grammar and high schools for nature and scientific study.
4. A valuable open space is offered, buffering Mexico.
5. The floodplain and Estuary process.
6. The State Wildlife Preserve.
7. The existing waterways.
8. Open spaces within developments should be designed which are compatible with the natural surroundings.

On the other hand, if the Estuary area were to remain in its natural state, the following should be respected or considered:

1. The economics of Imperial Beach. (This is discussed further under the Imperial Beach Naval Air Station)
2. The potential health hazard relative to sewage from Tijuana.
3. The potential health hazard relative to mosquito breeding grounds.
4. The loss of present and potential revenue to the City since some private property will for all intents and purposes be removed from the tax roles.

Based upon the research reported in previous sections, it is concluded that the Estuary is a major natural resource. Future development in the Oneonta Slough should therefore respect these natural resources, and serve to protect and enhance them. At a maximum, development in the Oneonta Slough should be limited to marine oriented uses with some attendant commercial and residential




uses (the Land Use Element provides more specifics in this regard). No development should be approved unless the conditions set forth in the Land Use Element are met.

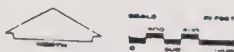


OPEN SPACE PLAN

CITY OF IMPERIAL BEACH LOCAL COASTAL PROGRAM COMMUNITY PLAN PROGRAM



-  PUBLIC FACILITY
-  RECREATIONAL
-  ENVIRONMENTAL PRESERVE



B. The Beach Area

Imperial Beach has few industries and must, therefore, rely on tourist attraction. The appearance of the beach area is, therefore, most critical. In order to insure that proper open space considerations are given, the City should:

1. Designate the beach front areas as open space (all lands in public ownership)
2. Retain beaches in public ownership
3. Insure continual public access to beaches and increase, where possible, additional access as well as increased public parking opportunities
4. Landscape the border of the beach area to attain a pleasant visual image
5. Creation of a recreational corridor along the beach incorporating bicycle and pedestrian paths

C. The Naval Air Station

The Navy Base has become a potential area of development even though it will still be used as a training and maneuvering facility. If the Navy decides to dispose of the site, Federal agencies will have first priority of acquisition, followed by State agencies and finally by local agencies. The site could, however, be leased by a local agency, in which case the order of priorities does not apply. The Naval Air Station is thus an area where design innovations can occur. Policy relative to open space and conservation on the Naval site shall be oriented to the following:

1. A portion of the Estuary is contained within the site. This should remain in its natural state for those reasons previously stated.
2. Where development may occur, emphasis should be placed on the creation of open spaces.
3. Development should be compatible with the existing land forms and Estuary area.
4. Streets and street patterns should respect the natural environment and should consume only enough land to make them safe and efficient. Landscaped parkways integrated into the system should also be emphasized.

One of the major recommendations of this report is consideration of a land exchange for the developable areas of the Navy Base for Estuary properties currently under private ownership. It is conceivable that the value of developable land on the Navy Base property will approximate the value of the Estuary property and therefore, provide governmental agencies with revenue sources to acquire the Estuary. A recent example of this type of exchange was accomplished by the Department of Navy who acquired additional land adjacent to the El Toro Marine Corps facility to protect the aircraft flight corridor in exchange for industrial properties owned by the Federal Government in a nearby city. It is therefore recommended that the developable areas of the Navy Base be designated as an "urban reserve" and held as such pending the final outcome of negotiation for retention of the Estuary as an Open Space area.

D. Salt Evaporation Pond

This use can be classified as an open space (managed resource). It is located in the northern part of the City and is owned by the Western

Salt Company. The Western Salt Company leases this land, and may be forced to lose the lease when it expires in 1984. If such should occur, the City may be able to purchase this land, or otherwise gain control of it for recreational purposes which could include an active recreational open space or park, and/or a marina which would have access to the San Diego Bay.

E. Railroad Easement

This easement adjoining the north boundary of Imperial Beach has a great potential of becoming a recreational corridor including bicycle and hiking trails. Although in the past negotiations with the San Diego-Eastern Arizona Railroad have failed relative to the City's bikeway system, continued attempts to negotiate either joint use of the right-of-way or eventual partial or total acquisition should be made. State and Federal funds are available for developing a bicycle and hiking corridor in this area which would serve to provide prime visual access to the extensive wetlands located at the far southern end of the San Diego Bay.

F. Borderfield State Park and State Wildlife Preserve

The State Park and Wildlife Preserve, which together include the far southern coastline of Imperial Beach and the inland portions of the Tijuana Estuary, are designated as permanent open space. The City should actively cooperate with the State Parks Department and other interested agencies in maintaining and preserving this area as a wildlife refuge. To this end, if the Imperial Beach Naval Air Station should ever be sold, the City should work with the new public or private owners to ensure that the Wildlife Preserve remains intact and that, if at all feasible, the fee title to the land be deeded to the State as part of Borderfield State Park. This can be done in any number of ways depending upon the particular circumstances.

G. Parks and School Open Space

All existing parks and schools have been identified as permanent open space. As such, their integrity as open space, educational and recreational resources should be maintained at all times. In addition, as lands are available, these facilities should be improved where lacking in order to increase their value to Imperial Beach residents and visitors.

H. Private Open Space

This category of open space includes relatively small open space areas including yard setbacks, vacant lots and private designed open space such as apartment courts. While these areas are not mapped as open space, the City should encourage their continued maintenance, and local residents and property owners should strive to keep them in top shape not only for their own enjoyment, but for the visual benefit of others. To this end, periodic clean-up and fix-up programs should be sponsored by the City and local service organizations. New development should be designed to provide a maximum of visually pleasing and functional open space within and around the development.

SECTION V: IMPLEMENTATION PROGRAMS AND ORDINANCES

Open space preservation and the conservation of resources are not unrelated objectives. Both involve a vast array of community needs and values that are intricately interwoven into the economic, social and environmental fabric of the City. That is why these two elements have been addressed jointly under the General Plan. It follows that a wide array of related programs, ordinances, and activities will be needed to implement the objectives of each element. In the following section is included: (1) various programs related to resource management, (2) special regulations and ordinances pertaining to the utilization of open space lands, and (3) possible means for the preservation, acquisition, and maintenance of open space lands. The first item deals with such resources as air, water and agricultural uses. The second and third items deal directly with open space land resources. Though each is related, they require individual types of programs and varying levels of involvement on the part of the City.

A. Resource Management Programs

1. *Air Pollution*

As noted earlier in the report, air pollution obviously falls beyond the limits of control of any one jurisdictional authority. And while there are certain actions which can be taken locally, positive control of air pollution requires a coordinated program including Federal agencies, the State government, all general purpose governments, and many of the special purpose districts in the air basin.

The basic programs and controls for dealing with air pollution are established under various existing State and Federal agencies, and the Air Pollution Control District operating within the air basin. Local support and activities that may be carried on by the City are outlined below. The goals and policies call for expanded cooperation between the City and other agencies and for certain direct measures

to be instituted on the part of the City. Local commercial and industrial developments would be subject to the APCD's permit and surveillance process as described above. The City would act to ensure the continued enforcement of State air pollution control laws. Future plans and building permits should be continuously weighed for conformance to such established air quality goals.

In the future, the City may also wish to request the addition of a local air monitoring station to provide more detailed data on the City area.

Recommended Implementation Procedures

- Support the control of various industrial and commercial endeavors within the City through regulations applying to stationary sources of air pollution. The City engineer's office shall remain cognizant of State and local regulations applying to such sources and shall require the submission of all applications to the Air Pollution Control District for approval prior to the issuance of local building or engineering permits.
- Support the control of various industrial and commercial endeavors within the City through the issuance of permits and land use permit procedures to the extent of scheduling the incorporation of new and improved air pollutant control devices.
- Support the efforts of the Air Pollution Control District to maintain the constant surveillance of all permit holders and installations within the City. The City should establish a formal complaint center for local residents; periodically advise and encourage its use. Complaints will be recorded and forwarded to the Air Pollution Control Board for formal action. The center will handle both physical, odoriferous, and noise pollution cases. A system of follow-up procedures on any Board actions shall be established. Reports to the initiations on actions taken will be made as well as reports to the total citizenry through news publications.

- Encourage the development and use of emission reduction equipment for private and commercial vehicles. The City shall encourage operators of vehicular fleets using City streets to use lower weight or horsepower or low emission vehicles whenever feasible. The City shall strive to set the example by purchasing such vehicles for its own use whenever feasible, or converting existing vehicles to meet such standards.
- Pursue the development of alternative means of transportation which would reduce the use of the automobile within the City. The development or licensing of any future public transportation system should be limited to the use of the most advanced low or non-emission powered vehicles. Transportation by means other than motor vehicles shall be encouraged (see policies related to bicycling and pedestrian trails).
- Encourage surrounding communities to join in a total campaign to maintain a high standard of air quality in the southern San Diego County area. Joint agreements with their governing bodies and the San Diego County Board of Supervisors should be developed. Programs and program results should be highly publicized in the local news media in order to gain the support and cooperation of all citizens living in the area.
- Continue to review all new developments to ensure that they meet acceptable air quality standards as set forth by the State and local Air Pollution Control District, preferably through the environmental assessment process.

2. *Water Resources and Pollution*

Similarly to the problem of air pollution, water management and pollution control involves several governmental agencies.

Recommended Implementation Procedures

- One of the key steps or actions by the City would be the institution of various review and monitoring procedures aimed at the control of waste waters, particularly chemical wastes, from entering the ground water basin. The program should serve on a continual basis to measure the quality of water resources in the basin and to identify any sources of pollution from various projectes and activities within the community. The water quality monitoring program should necessarily be established in cooperation with the San Diego County Health Department.
- Further, development plans should each be reviewed routinely by the San Diego County Health Department and/or the Regional Water Quality Control Board as to the extent and mitigation of possible impacts to surface and ground water quality. Certification as to compliance with specific water quality standards should be included as part of the Environmental Impact Report process. Additional efforts might also be aimed at the control of waste and discharges attendant to any development in the watershed area in the future.
- Efforts here again, should be coordinated with the San Diego Health Department, the California Regional Water Quality Control Board, and the San Diego County Flood Control District.
- Finally, any development adjacent to the Tiajuana Estuary or the Oneonta Slough should be designed and graded in such a manner as to prevent surface runoff from entering either area. Since both the Slough and the Estuary are very fragile wildlife habitats which harbor several rare or endangered animal and plant species, damage from surface runoff should, in the future, be prevented to the maximum feasible extent.

B. Special Regulations and Ordinances

The following section of the report discusses various zoning and land use regulations relative to the preservation and utilization of specific open space areas designated by the plan. Several potential ordinances pertaining to open space preservation now exist as part of the City's zoning and subdivision regulations namely; the subdivision ordinance and the PD zone; the open space provisions (as amended) of each residential district.

Although these existing ordinances provide some open space regulations, several have yet to be tested. Others such as the P-D district, have fallen short of their original intent.

The Open Space and Conservation Element is concerned primarily with the preservation and utilization of major, contiguous open space lands or features of a public nature. These, in turn, relate to the various categories of open space and natural resources as delineated by the plan under Section IV.

Recommended Implementation Procedures

The following outlines zoning and land use regulations that should be used in the City of Imperial Beach.

At a minimum, the Open Space zoning designation should be applied to all areas designated as open space in the General Plan. In addition, the Open Space zone should recognize three prime types of open space, and should set differing requirements for each. The first area, which should include the Tiajuana Estuary, the Oneonta Slough, and the baylands should be reserved for resource conservation purposes with little active public use above and beyond nature studies. The second type of open space zone should set aside publicly owned open spaces which are used for civic purposes and active recreation. The third type of open space zone should be employed in the salt pond area, thus indicating future use for recreational and/or marine oriented uses such as a marina.

- Ordinances for Resource Conservation and Production. There are several types of ordinances which are relevant to regulating the production of resources. First, are ordinances requiring that a designated area be used exclusively for agriculture, for example, to protect that operation from incompatible residential or commercial uses. Second, ordinances may regulate the practice of quarrying or mining or other resource production to minimize adverse effects of these activities on that area and adjoining lands. Lastly, ordinances may regulate incompatible activity on lands surrounding a productive resource if such activity would have

an adverse effect on the resource. An example of the latter would be ordinances regulating the quantity and quality of surface flows to local groundwater recharge areas. While the primary aim of such ordinances is to foster the production of food and materials or to protect adjacent environments from harmful practices, open space is often preserved as a secondary effect of these regulations.

Ordinances designed to maintain and promote the managed production of resources are clearly within the City's police power. There are no constitutional problems in connection with the enactment of these kinds of ordinances or with applying them to specific lands if adequate consideration is given to the issues discussed below.

- Ordinances for Resource Preservation. The recognition of zoning as a police power to regulate land use activities in order to preserve natural resources has greatly expanded in recent years. The traditional concept that regulations can be used merely to prevent, for example, pollution of waterways by sewage or industrial wastes, has been extended to cover other types of activities not formerly identified as harmful to the environment. Courts are also narrowing the concept of what "rights" land owners have to make massive alterations to their lands in order to develop them. The practice of undertaking major land fills, grading or stripping the land of vegetation in order to create buildable sites is no longer uniformly permitted. Courts have upheld regulations which prevent activities not formerly considered as having "nuisance-like" or external environmental effects on the ground that natural resources are of value to the entire public and that man should not be permitted to destroy plant and wildlife habitats, or degrade land or water resources for private profit.

The natural resources identified by the open space and conservation plan are extremely complex systems. To adequately preserve them, they must be recognized as systems. Water related resources and the plant and animal communities that are dependent upon them are highly sensitive to disruption, both in their immediate environment and related areas adjacent to these.

Dredge and fill operations, the construction of buildings or concrete channels, or the discharge of pollutants in the immediate area will clearly have an adverse impact on the resources involved. Further, the construction of impervious surfaces, clearing of vegetation, and grading in surrounding areas may also have similar disastrous effects by increasing erosion and thereby degrading water resources.

The regulatory tools available to the City in protecting such natural resources include Environmental Impact Report requirements and grading ordinances based on a viable drainage plan. The EIR must reveal whether,

as designed, the proposed activity will cause a major negative impact on a natural resource. If the report shows that it would have a negative impact, however, there is no statutory requirement that the project application be denied. The City should include statements in its zoning ordinance that if the Environmental Impact Report indicates a significant negative impact, the application must be denied, unless adequate mitigation can be demonstrated and implemented. Such provisions can be combined with grading standards. The grading standards may be considered minimums, and still subject to modification in individual cases based on the conclusions of the Environmental Impact Report and the determination of the City Engineer.

- Ordinances for Public Health and Safety. Regulations to minimize threats to public health and safety enjoy almost a special presumption of constitutionality. Although there has been little experience in regulating land use to protect public health and safety, there is reason to believe that the objectives of such ordinances will present the strongest argument for upholding land use regulations. Such ordinances present the greatest potential for preserving open space in the local community, particularly flood plain protection, since Imperial Beach contains many areas of flood activity. (If no flood control is instituted)

Most of the experience with regulations to protect public health and safety has been in the area of flood plain regulation. These regulations are explored in particular in the following section and much of the discussion can be applied to other types of health and safety regulations.

Although floods may be acts of God, flood losses are often the result of improper use of flood-prone lands. One method to reduce these flood losses is to limit the development of lands within flood hazardous areas. Flood losses take place in several ways. Many types of development in a flood hazard area are damaged when a flood occurs. More importantly, a development usually increases the natural flood heights and velocities with resulting damage to upstream, downstream and adjacent lands.

While the primary purpose of flood plain ordinances is the protection of public health and safety, land use regulations should also reflect broader planning considerations. These lands are often well suited to open space and recreational uses because of their amenity and proximity to water such as the case in the Tijuana Estuary and Oneonta Slough. Open space use of flood-prone lands can reduce flood losses while at the same time meeting the broader objectives of providing recreation areas, preserving scenic beauty and protecting wildlife.

The Colbey-Alquist Flood Plain Management Act encourages local regulation of flood-prone areas. The legislation contains a declaration by the legislature that flooding is a significant problem, the public interest necessitates sound development policies in flood plains, the primary responsibility for flood plain regulation rests with local government, and the State will encourage and assist local government in their efforts.

In order for such land use zoning regulations to be upheld they must serve some protective public objective. Flood plain ordinances serve all of the following purposes:

1. Protect adjacent, upstream, and downstream private and public lands from direct and substantial increased flood damages from:
 - (a) Increased flood heights and velocities due to obstructions placed in floodways;
 - (b) Debris and other materials which are carried by floodwaters onto other lands;
 - (c) Catastrophic flooding caused by the failure or overtopping of dams, dikes or levees.
2. Minimize unjustified indirect costs to governmental units caused by development in flood hazard areas which results in:

- (a) Promoting the most appropriate use of land throughout the locality.
- (b) Protecting, conserving and promoting the orderly and efficient development of water and land use resources.
- (c) Minimizing dangers to public health and safety from malfunctioning water supply and waste disposal systems in flood hazard areas.

There is little doubt that courts would consider these flood related objectives to be proper public concerns. The regulations should meet two additional constitutional requirements:

1. The regulations must tend to aid in the accomplishment of the regulatory objectives.
2. The regulations must treat similarly situated individuals without discrimination in drawing boundary lines, administration and enforcement.

Serious consideration should be given to utilizing these types of regulations in preserving the Tijuana Slough area and Oneonta Slough.

- Ordinances for Outdoor Recreation. The zoning ordinances necessary to establish and maintain various open space areas for outdoor recreation are discussed under the Parks and Recreation Element of the General Plan.

C. Other Implementation Programs

The previous discussions under this section have indicated several possible ordinances and regulations applicable to the preservation and utilization of

open space areas designated by the plan. Section 65910 of the Government Code requires that each city and county prepare and adopt an "open space zoning ordinance" as a means to implement the open space plan and policies. It is suggested that a series of "open space districts" be created in relation to each of the areas identified by the open space plan and that an identifiable combination of restrictions and performance standards be instituted for each area.

The major work efforts in completing these districts should be carried out as part of the implementation phase of the general plan program. The previous sections have included discussions relative to various possible zoning ordinances and land use regulations which may be utilized to preserve and to govern the use of certain open space areas. Several additional means and programs will likely be required to implement the open space and conservation plan. Like the previous zoning regulations, they generally focus on land-oriented activities rather than "activity-oriented" programs, e.g., pollution and emission controls, water and waste management systems. Following is a list of several available programs which should be considered as alternative means available to the City to either acquire or preserve the open space areas designated by the plan.

1. *Acquisition in Fee*

The City may act in a manner similar to any individual in negotiating for and purchasing land from a present land owner or purchasing the development rights to the land. Acquisition of the fee simple interest allows the City the control over the land's present and future development or nondevelopment. There are few legal constraints on preserving open space in this manner; and, in fact, most major open spaces are obtained in this way. Variations include:

Purchase - The City may purchase lands for open space and conservation purposes, however, funds are limited.

Purchase Through Eminent Domain - This provides a means whereby the City may purchase land for public use and benefit, provided the owner receives reasonable compensation. Condemnation of land for open space use is relatively new, however, legal precedent does exist to justify such an action (Berman v. Parker, 348 U.S. 26/1954). Drawbacks tend to include immediate payment and somewhat higher costs.

Purchase-Saleback - Land would be purchased by the City and then resold with certain covenants or restricted rights. This generally allows the protection of land from undesirable uses or the development and maintenance of others, such as: golf courses, agricultural and other uses. The land may be purchased in advance to help defray large initial expenditures or to prevent undesirable development.

Purchase-Leaseback - Land would be acquired by the City and then leased to a private company to develop and maintain various recreational uses, such as: golf courses, marinas, special purpose parks, etc. Although initial expenditures may be required, the development controls along with the income from the lease and productive use of the land, may make such a method worthwhile. Taxes may or may not be made the responsibility of the long-term leasee based on his possessory interest.

Installment or Negotiated Purchase - Through installment purchase, the City may acquire land in segments and certain rights to the full use of the land at its present value without having to put up large amounts of cash. Further, the additional costs of inflation and increased land values that may result from delayed acquisition will not be incurred. This type of sale assists the seller of land by spreading income from the sale over a period of years to lessen the burden of taxes. This method is obviously most desirable when the benefits outweigh the additional interest cost.

This type of procurement can also be arranged in the form of options. By the use of an option agreement, the City may acquire land in segments. Purchase of option rights will reserve the right to acquire an entire holding without requiring immediate, full payment. Although the option cost is an additional expense under this method, obtaining the exclusive right to buy or not to buy within the option period and no large initial investment may make the additional expense worthwhile.

Life Estate - This permits the owner to sell the property to the City or other governmental agencies for open space and recreation purposes if he so desires, and then to retain possession of the property during his lifetime. This type of acquisition is particularly useful because it holds the property until a future date when money will be available for its recreation or open space development. Further, depending on how the transaction is arranged, the land owner may obtain tax advantages in relation to income, capital gains, estate and inheritance taxes, and the assurance that his land will be used for open space or park land after his death.

2. *Acquisition in Less than Fee*

The ownership of land carries with it certain inherent rights including the right to use the land, to sell it, to lease it, to give it away, etc., and the right to refuse to do any of these things. These rights are divisible and may be separated and held by different parties. Rather than purchase the entire fee simple interest in a parcel of land, the City may acquire a single right or any combination of rights. These include:

Development Rights - To retain an area in an undeveloped or non-urban use such as agriculture or watershed, the City may purchase the rights from the property owner to develop the property in particular ways. The development potential is transferred to other

properties or to a specific portion of the subject property and sold for a profit to a developer. The original owner thereby liquidates his capital interest. The total or portion of the subject property for which development rights have been purchased is assigned to a community land trust; and, if desired, the original owner may lease back, for a nominal fee, certain rights to develop or maintain the property in an open space use. The development potential and value of the subject property is established by the owner and the City.

Open Space Easements - Several variations exist under this general heading, including: conservation easements, scenic easements, recreation easements, wildlife preserve easements, and access easements. An easement represents an interest in land of another person that entitles the owner of such interest to a limited use or enjoyment of the land. Such easements may be secured by outright purchase, installment purchase, gift of life estates or estates in reversion, or a combination of these means. The interest may be permanent or for a specified period of time. The property owner retains ownership rights and benefits consistent with the provisions of the easement. The land will generally continue to be maintained by the owner and remain on the tax rolls, but will receive property tax consideration in relation to the effect of the easement on the market value of the land.

Leases - The City may lease land with recreational or open space value. Options may be obtained for future purchase as part of the lease, with interim operation of recreational facilities. The City would maintain some control over the use of the land by either joint operation of facilities with the owner, or by sub-leasing to a qualified operator. In this manner, the City influences the use of the land, ensures property development or operation of such use, and may obtain a purchase option. However, the total cost of the lease could exceed the cost of purchasing the land's fee interest initially unless lease payments are credited against the purchase price if the option is exercised.

Excess Condemnation - Numerous types of land acquisitions for municipal services have potential for supplemental open space. The method of acquisition would involve the dedication or purchase of more land than is actually required for a specific public works project. The technique holds a certain amount of attraction as a means of combining open space preservation with other public uses and achieving certain economies through single negotiation and advance purchase. The amount of additional or excess land which can be acquired through excess condemnation is limited. The California Constitution (Article I, Section 14.5) regulates acquisition under this method to strips of land of specific size in relation to the project size. Particularly in such cases, excess lands may best serve to provide open space buffers, hiking and bicycle paths within open space corridors adjacent to other public facilities.

Combined Uses Among Public Agencies - Permission is granted by license from various utility companies for open space uses on utility rights-of-way and/or properties. Similarly, public school districts, county road departments and flood control districts offer a major source of open space lands for joint public use, or land for limited fee or transfer.

3. *Incentive Program*

The City may also act to extend various open space lands and uses through certain incentive programs and through negotiations with the private property owner or private organizations. Fee interest in the land would in such cases be held by the private property owner or a private organization, or otherwise be voluntarily granted to the City. Examples include:

Density Bonuses for Open Space - Increases in density may be granted in trade for the extension of various open space lands to areas otherwise suited for development. Similarly, increases may be allowed in

trade for the maintenance of various open space uses for a certain period of time in areas otherwise designated for development. In the first instance, density bonuses would be granted for additional permanent open space provisions, and, in the latter, for the maintenance of various existing open space uses on an interim, long-term basis. Trade-offs between the property owner or developer and the City would be governed by: (1) the availability of planned public services and facilities to adequately service any increased densities, and (2) the tolerance and suitability of natural environmental and resources to comfortably withstand any increased densities.

Land Donation - Donations of land from private owners for parks and open space is a limited means of open space preservation, if handled properly. Such donations need to be sought out and encouraged by public agencies and officials. Land owners should be able to receive assurance in the form of deed restrictions that their land will be used for open space, park lands, or other specified uses. Tax advantages realized from donations are the primary selling point to these methods. Before a gift is accepted, a finding should be made that benefits exceed liabilities and maintenance costs. It is possible that land considered unsuitable for development may be sold or exchanged for other land that can be more effectively utilized.

Gift Annuities - Under a gift annuity program, a property owner would convey the fee interest in a parcel of land to the City. The value of the land is split into two parts. A portion of the value represents a gift element to the City, a straight donation. The remainder of the land's value purchases an annuity for the property owner. This annuity would pay the property owner specified amounts on a regular basis based on the value of the land, the amount of the gift element involved, and the owner's estimated remaining life. The property owner is entitled to deduct the entire gift element of the transaction from his current income taxes. He is liable for a capital gains tax

on the interest portion of his annuity income. However, since this income is spread over the remaining life of the recipient, the capital gains tax will likewise be distributed in relation to the income.

4. *Federal Grant-In-Aid Programs*

While there are over fifty federal grant-in-aid programs for recreation and open space purposes, the major sources of funds apply to recreation projects. There are no significant grants for other categories of open space such as trails, scenic easements or acquisition of development rights in scenic highway corridors, less-than-fee rights in agricultural lands, acquisition of flood plains or other hazardous areas.

5. *Land and Water Conservation Fund*

The Federal Land and Water Conservation Fund administered by the Bureau of Outdoor Recreation under the Department of the Interior is the primary source of funds available to state and local governments to help in acquiring outdoor recreation areas. Fund allocations have lagged behind state and local needs, particularly in urban areas, and cannot meet the increasing needs without being greatly increased. For administering the Fund, the State criteria set forth in the Department of Parks and Recreation Procedural Guide include such considerations applicable to an open space program as:

- a) Including areas and activities of greatest demand;
- b) Including areas of regional or statewide significance;
- c) Providing recreation uses traditionally administered by public agencies;
- d) Consideration of costs compared to use;
- e) Accomplishments of the agency applying for funds in protecting, operating and maintaining existing recreation and open resources.

6. *Local Programs*

There are several available means of securing funds for the public purchase, improvement and maintenance of open space lands at the local level. A limited number have already been adopted by the City. They include: general obligation bonds, revenue bonds, joint powers agreements, municipal loans, nonprofit corporate financing building excise taxes, in-lieu park fees, direct user fees and special assessment districts.

D. The Tia Juana Estuary

As indicated in previous sections of this report, the Tia Juana Estuary and Oneonta Slough area represent, with the exception of the beach area, the most significant open space resource in the community. The area, however, also represents an area of considerable value in terms of potential development.

With the exception of considerable past interest by the City to develop a proposed marina on a portion of the area, other agency positions have favored retention of the area in a natural state. This is particularly true in the case of the Regional and State Coastal Commissions who have advocated preservation of "wetlands" area of which this area is a part.

The current status of the area indicates that large portions of this land are now either under public ownership (Borderfield Park, portions of the Navy property), under lease by the federal government (Wildlife Preserve), and private ownership (Helix Corporation and Security Title Insurance Company).

One of the major problems confronting the City and other public agencies who are interested in preserving this area is the purchase of the lands now under private ownership. At present, no monies have been set aside by either the federal, state or local governments to purchase additional open

space lands within the City limits. Thus, in order for the retention of this area as open space to become a reality, some means for land acquisition will have to be forthcoming, or at least purchase of development rights.

One approach that should be seriously reviewed is the possibility of a land exchange involving the Navy property and property in The Tia Juana Estuary, now under private ownership. This would involve obtaining a declaration by the Navy that their property is no longer necessary for their operation and potentially available for either sale or a land exchange. It is possible that the federal government could be persuaded to view the wetlands area as a valuable resource and would be willing to consider the exchange of the Navy Base for privately-owned lands in the Tia Juana Estuary area.

To determine the reality of this proposal, it is recommended that the City:

1. Initiate meetings with local congressmen to solicit their support of this proposal.
2. Pursue discussions with affected property owners and the Department of the Navy.
3. Establish the Navy Base as an "Urban Reserve" designation which provides for future urban development on the base property (excluding the southerly portion which is a part of the Slough).
4. Serve as the coordinator between affected public agencies and property owners to achieve implementation of this proposal.

APPENDIX A

TIJUANA ESTUARY PLANT AND ANIMAL SPECIES

Tables 1-7

From U.S. Department of Interior, Fish and Wildlife Service: Negative Declaration: Proposed Land Acquisition, Tijuana Estuary; February, 1979

TABLE 1

Endangered and Rare Species Inhabiting Tijuana Estuary
and Adjacent River Valley

Birds	U.S. Endangered	State Endangered	San Diego Field Ornithology Locally Endangered
Brown Pelican <u>Pelecanus occidentalis</u>	X	X	
American Peregrine Falcon <u>Falco peregrinus anatum</u>	X	X	
Light-footed Clapper Rail <u>Rallus longirostris levipes</u>	X	X	
Snowy Plover <u>Charadrius alexandrinus</u>			X
California Least Tern <u>Sterna albifrons browni</u>	X	X	
Elegant Tern <u>Thalasseus elegans</u>			X
Bel's Vireo <u>Vireo Bellii</u>			X
Belding's Savannah Sparrow <u>Passerculus sandwichensis beldingi</u>		X	
<u>PLANTS</u>			
Salt Marsh Bird's Beak <u>Cordylanthus maritimus maritimus</u>	X		

TABLE 2

Flowering Plants and Algae of Tijuana Estuary

Family	Species	Common Name
<u>ALGAE</u>		
Cladophoraceae	<u>Ulva latissima</u> <u>Cladophora sp.</u> <u>Enteromorpha sp.</u>	Sea lettuce
<u>MONOCOTS</u>		
Juncaginaceae	<u>Triglochin maritima</u>	Arrow grass
Zosteraceae	<u>Zostera marina</u>	Eelgrass
Juncaceae	<u>Juncus acutus</u>	Spiny rush
Cyperaceae	<u>Scirpus californicus</u> <u>Scirpus robustus</u>	California bulrush Alkali bulrush
Gramineae	<u>Bromus mollis</u> <u>Bromus rigidus</u> <u>Bromus rubens</u> <u>Monanthochloe littoralis</u> <u>Distichlis spicata</u> <u>Hordeum murinum</u> <u>Parapholis incurva</u> <u>Spartina foliosa</u>	Soft chess Ripgut grass Foxtail chess Salt cedar Salt marsh grass Wild barley Sickle grass California cordgrass
<u>DICOTS</u>		
Tamaricaceae	<u>Tamarix sp.</u>	Tamarisk
Frankeniaceae	<u>Frankenia gradifolia</u>	Alkali heath
Cruciferae	<u>Cakile edentula</u>	Sea rocket
Caryophyllaceae	<u>Spergularia marina</u>	Saltmarsh sand spurrey
Aizoaceae	<u>Mesembryanthemum nodiflorum</u> <u>Mesembryanthemum crystallinum</u> <u>Mesembryanthemum chilense</u> <u>Mesembryanthemum edule</u>	Little ice plant Ice plant Sea-fig Hottentot fig

TABLE 2 (con't)

Family	Species	Common Name
Cactaceae	<u>Opuntia serpentina</u> <u>Opuntia occidentalis</u>	San Diego cholla Coastal prickly-pear
Polygonaceae	<u>Eriogonum fasciculatum</u>	Coastal buckwheat
Chenopodiaceae	<u>Atriplex semibaccata</u> <u>Atriplex watsonii</u> <u>Atriplex canescens</u> <u>Salicornia subterminalis</u> <u>Salicornia virginica</u> <u>Salicornia bigelovii</u> <u>Suaeda torreyana</u> <u>Suaeda californica</u>	Australian saltbush Watson saltbush Saltbush Glasswort Pickleweed Annual pickleweed Torrey sea-blite California sea-blite
Nyctaginaceae	<u>Abronia umbellata</u>	Beach sand-verbena
Batidaceae	<u>Batis maritima</u>	Salt wort
Plumbaginaceae	<u>Limonium californicum</u>	Sea lavender
Convolvulaceae	<u>Cressa truxillensis</u>	Alkali weed
Cuscutaceae	<u>Cuscuta salina</u>	Salt marsh dodder
Boraginaceae	<u>Heliotropium curassavicum</u>	Seaside heliotrope
Solanaceae	<u>Lycium californicum</u>	California box-thorn
Scrophulariaceae	<u>Cordylanthus maritimus</u>	Salt marsh bird's beak (endangered by state)
Leguminosae	<u>Lotus scoparius</u>	Deerweed
Onagraceae	<u>Oenothera cheiranthifolia</u>	Beach evening primrose
Compositae	<u>Iva hayesiana</u> <u>Franseria chamissonis</u> <u>Jaumea carnosa</u> <u>Amblyopappus pusillus</u> <u>Haplopappus venetus</u> <u>Artemisia californica</u> <u>Pluchea purpurascens</u>	Southern poverty weed Beach sand bur Jaumea Amblyopappus Goldenbush California sagebrush Marsh-fleabane

TABLE 3

Marine Invertebrates of Tijuana Estuary

Taxonomic Group	Species	Common Name
<u>PHYLUM ANNELIDA</u>		
Capitellidae	<u>Notomastus tenuis</u>	Red mudworm
Chaetopteridae	<u>Chaetopterus variopedatus</u>	Parchment tubeworm
Glyceridae	<u>Glycera dibranchiata</u>	Bloodworm
Nephtyidae	<u>Nephtys punctata</u>	
Onuphidae	<u>Diopatra splendidissima</u>	Shell tubeworm
Opheliidae	<u>Ophelia limacina</u>	
Maldanidae	<u>Axiobella rubrocincta</u>	Joint worm
Oweniidae	<u>Owenia fusiformis</u>	Sand tubeworm
Orbiniidae	<u>Haploscoloplos elongata</u>	
<u>PHYLUM ARTHROPODA</u>		
Brachyura	<u>Loxorhynchus crispatus</u>	Moss crab
	<u>Pachygrapsus crassipes</u>	Shore crab
	<u>Hemigrapsus oregonensis</u>	Mudflat crab
	<u>Cancer sp.</u>	Cancer crab
	<u>Scleroplax granulata</u>	Pea crab
	<u>Pinnixa franciscana</u>	Pea crab
	<u>Portunus xantusi</u>	Swimming crab
	<u>Speocarcinus californiensis</u>	Mudflat crab
	<u>Uca crenulata</u>	Fiddler crab

Table 3 (con't)

Taxonomic Group	Species	Common Name
Anomura	<u>Callinassa californiensis</u> <u>Emerita analoga</u>	Ghost shrimp Mole (sand) crab
<u>PHYLUM MOLLUSCA</u>		
Pelecypoda		
Mytilidae	<u>Mytilus edulis</u>	Bay mussel
Ostreidae	<u>Ostrea lurida</u>	Native oyster
Cardiidae	<u>Laevicardium substriatum</u>	Egg cockle
Veneridae	<u>Protothaca staminea</u> <u>Saxidomus nuttalli</u> <u>Chione undatella</u>	Common littleneck Washington clam Wavy chione
Cooperellidae	<u>Cooperella subdeaphana</u>	
Mactridae	<u>Tresus nuttali</u>	Gaper
Tellinidae	<u>Macoma nasuta</u> <u>Macoma secta</u> <u>Tellina carpenteri</u> <u>Florimetus obesa</u>	Bent-nose clam White sand clam Yellow apolymetis
Donacidae	<u>Donax californicus</u>	Wedge clam
Psammobiidae	<u>Tagelus californianus</u> <u>Sanguinolaria nuttalli</u>	California jackknife clam Purple clam
Solenidae	<u>Siliqua patula</u>	Northern razor clam

TABLE 3 (con't)

Taxonomic Group	Species	Common Name
Myidae	<u>Cryptomya californica</u>	False mya
Gastropoda Cerithiidae	<u>Cerithidea californica</u>	California horn shell
Calyptraeidae	<u>Crepidula onyx</u>	Slipper shell
Naticidae	<u>Polinices lewisi</u>	Lewis' moon snail
Olividae	<u>Olivella biplicata</u> <u>Olivella baetica</u>	Purple olivella Beatic olivella
Nassariidae	<u>Nassarius fossatus</u> <u>Nassarius tegula</u>	Channeled nassa Mud nassa
Ellobiidae	<u>Melampus olivaceus</u>	Salt marsh snail
Bullaridae	<u>Bulla gouldiana</u>	Bubble snail
Acteocinidae	<u>Acteocina inculta</u>	
Aplysiidae	<u>Aplysia californica</u>	Sea hare
Aglajidae	<u>Navanax inermis</u>	Striped sea slug
<u>PHYLUM SIPUNCULOIDEA</u>		
	<u>Sipunculus nudus</u>	Iridescent peanut worm
<u>PHYLUM ECHINODERMATA</u>		
	<u>Dendraster excentricus</u>	Sand dollar

TABLE 4

Birds of Tijuana River Valley

Order & Species	Common Name
PODICIPEDIFORMES	
<u>Podilymbus podiceps</u>	Pied-billed grebe
<u>Podiceps nigricollis</u>	Eared grebe
CICONIIFORMES	
<u>Ardea herodias</u>	Great blue heron
<u>Butorides virescens</u>	Green heron
<u>Bubulcus ibis</u>	Cattle egret
<u>Casmerodius albus</u>	Great egret
<u>Leucophoyx thula</u>	Snowy egret
ANSERIFORMES	
<u>Anas acuta</u>	Pintail
<u>Anas carolinensis</u>	Green-winged teal
<u>Anas cyanoptera</u>	Cinnamon teal
<u>Anas american</u>	American widgeon
<u>Anas clypeata</u>	Northern shoveler
<u>Oxyura jamaicensis</u>	Ruddy duck
<u>Aix sponsa</u>	Wood duck
FALCONIFORMES	
<u>Cathartes aura</u>	Turkey vulture
<u>Elanus leucurus</u>	White-tailed kite
<u>Buteo jamaicensis</u>	Red-tailed kite
<u>Buteo lineatus</u>	Red shouldered hawk
<u>Buteo swainsoni</u>	Swainson's hawk
<u>Buteo albonotatus</u>	Zone-tailed hawk
<u>Buteo regalis</u>	Ferruginous hawk
<u>Parabuteo unicinctus</u>	Harris' hawk
<u>Aquila chrysaetos</u>	Golden eagle
<u>Circus cyaneus</u>	Marsh hawk
<u>Falco mexicanus</u>	Prairie falcon
<u>Falco peregrinus</u>	Peregrine falcon
<u>Falco columbarius</u>	Merlin
<u>Falco sparverius</u>	American kestrel

TABLE 4 (con't)

GALLIFORMES

Lophortyx californicus

California quail

GRUIFORMES

Rallus limicola

Virginia rail

Porzana carolina

Sora

Gallinula chloropus

Common gallinule

Fulica americana

American coot

CHARADRIIFORMES

Charadrius vociferus

Killdeer

Charadrius montanus

Mountain plover

Pluvialis dominica

American golden plover

Pluvialis squatarola

Black-bellied plover

Capella gallinago

Common snipe

Numenius americanus

Long-billed curlew

Numenius phaeopus

Whimbrel

Actitis macularia

Spotted sandpiper

Catoptrophorus semipalmatus

Willet

Tringa solitaria

Solitary sandpiper

Tringa melanoleucus

Greater yellowlegs

Tringa flavipes

Lesser yellowlegs

Calidris canutus

Red knot

Calidris melanotos

Pectoral sandpiper

Calidris minutilla

Least sandpiper

Calidris mauri

Western sandpiper

Calidris alpina

Dunlin

Limnodromus griseus

Short-billed dowitcher

Limnodromus scolopaceus

Long-billed dowitcher

Limosa fedoa

Marbled godwit

Philomachus pugnax

Ruff

Himantopus mexicanus

Black-necked stilt

Larus glaucescens

Glaucous-winged gull

Larus delawarensis

Ring-billed gull

COLUMBIFORMES

Columba livia

Rock dove

Columbina passerina

Ground dove

Columba fasciata

Band-tailed pigeon

Zenaida asiatica

White-tailed dove

Zenaida macroura

Mourning dove

TABLE 4 (con't)

CUCULIFORMES

Geococcyx californianus

Roadrunner

STRIGIFORMES

Tyto albaSpeotyto cuniculariaAsio flammeus

Barn owl

Burrowing owl

Short-eared owl

APODIFORMES

Chaetura vauxiAeronautes saxatalisArchilochus alexandriCalypte costaeCalypte annaSelasphorus rufusSelasphorus sasinCynanthus latirostris

Vaux's swift

White-throated swift

Black-chinned hummingbird

Costa's hummingbird

Anna's hummingbird

Rufous hummingbird

Allen's hummingbird

Broad-billed hummingbird

CORACIIFORMES

Megaceryle alcyon

Belted kingfish

PICIFORMES

Colaptes auratusSphyrapicus variusDendrocopos scalarisDendrocopos nuttallii

Common flicker

Yellow-bellied sapsucker

Ladder-backed woodpecker

Nuttall's woodpecker

PASSERIFORMES

Tyrannus tyrannusTyrannus melancholicusTyrannus verticalisTyrannus crassirostrisTyrannus vociferansMuscivora forficataMyiarchus cinerascensSayornis phoebe

Eastern kingbird

Tropical kingbird

Western kingbird

Thick-billed kingfish

Cassin's kingfish

Scissor-tailed flycatcher

Ash-throated flycatcher

Eastern phoebe

<u>Sayornis saya</u>	Say's phoebe
<u>Empidonax traillii</u>	Willow flycatcher
<u>Empidonax minimus</u>	Least flycatcher
<u>Empidonax hammondii</u>	Hammond's flycatcher
<u>Empidonax oberholseri</u>	Dusky flycatcher
<u>Empidonax wrightii</u>	Gray flycatcher
<u>Empidonax difficilis</u>	Western flycatcher
<u>Nuttallornis borealis</u>	Olive-sided flycatcher
<u>Pyrocephalus rubinus</u>	Vermilion flycatcher
<u>Eremophila alpestris</u>	Horned lark
<u>Tachycineta thalassina</u>	Violet-green swallow
<u>Iridoprocne bicolor</u>	Tree swallow
<u>Riparia riparia</u>	Bank swallow
<u>Stelgidopteryx ruficollis</u>	Rough-winged swallow
<u>Hirundo rustica</u>	Barn swallow
<u>Petrochelidon pyrrhonota</u>	Cliff swallow
<u>Progne subis</u>	Purple martin
<u>Aphelocoma coerulescens</u>	Scrub jay
<u>Corvus corax</u>	Common raven
<u>Auriparus flaviceps</u>	Verdin
<u>Psaltiriparus minimus</u>	Bushtit
<u>Troglodytes aedon</u>	House wren
<u>Troglodytes troglodytes</u>	Winter wren
<u>Thryomanes bewickii</u>	Bewick's wren
<u>Telmatodytes palustris</u>	Long-billed marsh wren
<u>Mimus polyglottos</u>	Mockingbird
<u>Dumetella carolinensis</u>	Catbird
<u>Toxostoma bendirei</u>	Bendire's thrasher
<u>Toxostoma redivivum</u>	California thrasher
<u>Oreoscoptes montanus</u>	Sage thrasher
<u>Turdus migratorius</u>	American robin
<u>Hylocichla mustelina</u>	Wood thrush
<u>Hylocichla ustulata</u>	Swainson's thrush
<u>Hylocichla guttata</u>	Hermit thrush
<u>Sialia currocoides</u>	Mountain bluebird
<u>Myadestes townsendi</u>	Townsend's solitaire
<u>Polioptila caerulea</u>	Blue-gray gnatcatcher
<u>Polioptila melanura</u>	Black-tailed gnatcatcher
<u>Regulus satrapa</u>	Golden-crowned kinglet
<u>Regulus calendula</u>	Ruby-crowned kinglet
<u>Anthus spinoletta</u>	Water pipit
<u>Anthus cervinus</u>	Red-throated pipit
<u>Anthus spragueii</u>	Sprague's pipit
<u>Bombycilla cedrorum</u>	Cedar waxwing
<u>Phainopepla nitens</u>	Phainopepla
<u>Lanius ludovicianus</u>	Loggerhead shrike
<u>Sturnus vulgaris</u>	Starling
<u>Vireo bellii</u>	Bell's vireo
<u>Vireo solitarius</u>	Solitary vireo
<u>Vireo flavoviridis</u>	Yellow-green vireo
<u>Vireo olivaceus</u>	Red-eyed vireo

<u>Vireo philadelphicus</u>	Philadelphia vireo
<u>Vireo gilvus</u>	Warbling vireo
<u>Mniotilta varia</u>	Black-and-white warbler
<u>Helminthos vermivorus</u>	Worm-eating warbler
<u>Vermivora pinus</u>	Blue-winged warbler
<u>Vermivora peregrina</u>	Tennessee warbler
<u>Vermivora celata</u>	Orange-crowned warbler
<u>Vermivora ruficapilla</u>	Nashville warbler
<u>Vermivora virginiae</u>	Virginia's warbler
<u>Vermivora luciae</u>	Lucy's warbler
<u>Parula americana</u>	Parula warbler
<u>Dendroica petechia</u>	Yellow warbler
<u>Dendroica magnolia</u>	Magnolia warbler
<u>Dendroica tigrina</u>	Cape may warbler
<u>Dendroica caerulescens</u>	Black-throated blue warbler
<u>Dendroica coronata</u>	Yellow-rumped warbler
<u>Dendroica nigrescens</u>	Black-throated gray warbler
<u>Dendroica virens</u>	Black-throated green warbler
<u>Dendroica towsendi</u>	Townsend's warbler
<u>Dendroica occidentalis</u>	Hermit warbler
<u>Dendroica fusca</u>	Blackburnian warbler
<u>Dendroica graciae</u>	Grace's warbler
<u>Dendroica pennsylvanica</u>	Chestnut-sided warbler
<u>Dendroica castanea</u>	Bay-breasted warbler
<u>Dendroica striata</u>	Blackpoll warbler
<u>Dendroica pinus</u>	Pine warbler
<u>Dendroica discolor</u>	Prairie warbler
<u>Dendroica palmarum</u>	Palm warbler
<u>Seiurus aurocapillus</u>	Ovenbird
<u>Seiurus noveboracensis</u>	Northern waterthrush
<u>Oporornis agilis</u>	Connecticut warbler
<u>Oporornis tolmiei</u>	MacGillivray's warbler
<u>Geothlypis trichas</u>	Common yellowthroat
<u>Icteria virens</u>	Yellow-breasted chat
<u>Wilsonia pusilla</u>	Wilson's warbler
<u>Wilsonia canadensis</u>	Canada warbler
<u>Setophaga ruticilla</u>	American redstart
<u>Setophaga picta</u>	Painted redstart
<u>Passer domesticus</u>	House sparrow
<u>Dolichonyx oryzivorus</u>	Bobolink
<u>Sturnella neglecta</u>	Western meadowlark
<u>Xanthocephalus xanthocephalus</u>	Yellow-headed blackbird
<u>Agelaius phoeniceus</u>	Red-winged blackbird
<u>Agelaius tricolor</u>	Tricolored blackbird
<u>Icterus spurius</u>	Orchard oriole
<u>Icterus cucullatus</u>	Hooded oriole
<u>Icterus pustulatus</u>	Scarlet-headed oriole
<u>Icterus bullockii</u>	Bullock's oriole
<u>Icterus galbula</u>	Baltimore oriole
<u>Euphagus cyanocephalus</u>	Brewer's blackbird
<u>Molothrus ater</u>	Brown-headed cowbird
<u>Piranga ludoviciana</u>	Western tanager

Piranga rubra
Pheucticus ludovicianus
Pheucticus melanocephalus
Guiraca caerulea
Passerina cyanea
Passerina amoena
Passerina ciris
Spiza americana
Carpodacus mexicanus
Spinus pinus
Spinus tristis
Spinus psaltria
Spinus lawrencei
Chlorura chorura
Pipilo erythrophthalmus
Pipilo fuscus
Passerculus sandwichensis
Ammospiza caudacuta
Pooecetes gramineus
Chondestes grammacus
Amphispiza bilineata
Amphispiza belli
Junco oreganus
Junco caniceps
Spizella passerina
Spizella pallida
Spizella breweri
Zonotrichia leucophrys
Zonotrichia querula
Zonotrichia atricapilla
Zonotrichia albicollis
Passerella iliaca
Melospiza lincolni
Melospiza melodia
Calcarius mccownii
Calcarius lapponicus
Calcarius ornatus

Summer tanager
Rose-breasted grosbeak
Black-headed grosbeak
Blue grosbeak
Indigo bunting
Lazuli bunting
Painted bunting
Dickcissel
House finch
Pine siskin
American goldfinch
Lesser goldfinch
Lawrence's goldfinch
Green-tailed towhee
Rufous-sided towhee
Brown towhee
Savannah sparrow
Sharp-tailed sparrow
Vesper sparrow
Lark sparrow
Black-throated sparrow
Sage sparrow
Oregon junco
Gray-headed junco
Chipping sparrow
Clay-colored sparrow
Brewer's sparrow
White-crowned sparrow
Harris' sparrow
Golden-crowned sparrow
White-throated sparrow
Fox sparrow
Lincoln's sparrow
Song sparrow
McCown's longspur
Lapland longspur
Chestnut-collared longspur

TABLE 5

Amphibian and Reptiles of the Lower Tijuana River Valley

Family	Species	Common Name
Hylidae	<u>Hyla regilla</u>	Pacific treefrog
Iguanidae	<u>Sceloporus orcutti</u>	Granite spiny lizard
	<u>Sceloporus occidentalis</u>	Great basin fence lizard
	<u>Uta stansburiana</u>	Side-blotched lizard
	<u>Phrynosoma coronatum</u>	Coast horned lizard
Anguidae	<u>Gerrhonotus multicarinatus</u>	Southern alligator lizard
Colubridae	<u>Pituophis melanoleucus</u>	Gopher snake
Viperidae	<u>Crotalus ruber</u>	Red diamond rattlesnake
	<u>Crotalus viridis</u>	Southern pacific rattlesnake

TABLE 6

Mammals of the Lower Tijuana River Valley

Family	Species	Common Name
Didelphiidae	<u>Didelphis marsupialis</u>	Opposum
Procyonidae	<u>Procyon lotor</u>	Raccoon
Mustelidae	<u>Mustela frenata</u>	Long-tailed weasel
	<u>Mephitis mephitis</u>	Striped skunk
	<u>Taxidea taxus</u>	Badger
Canidae	<u>Urocyon cinereoargenteus</u>	Gray fox
	<u>Canis latrans</u>	Coyote
Felidae	<u>Lynx rufus</u>	Bobcat
Sciuridae	<u>Spermophilus beecheyi</u>	California ground squirrel
Geomyidae	<u>Thomomys bottae</u>	Valley pocket gopher
Heteromyidae	<u>Perognathus longimembris</u>	Little pocket mouse
	<u>Perognathus fallax</u>	San Diego pocket mouse
Cricetidae	<u>Peromyscus californicus</u>	California mouse
	<u>Peromyscus eremicus</u>	Cactus mouse
	<u>Peromyscus maniculatus</u>	Deer mouse
	<u>Microtus californicus</u>	California vole
Leporidae	<u>Sylvilagus bachmain</u>	Brush rabbit
	<u>Sylvilagus auduboni</u>	Desert cottontail rabbit
	<u>Lepus californicus</u>	Blacktailed jackrabbit
Cervidae	<u>Odocoileus hemionus</u>	Mule deer

TABLE 7

Fishes of Tijuana Estuary

Family & Species	Common Name	Status
Rhinobatidae		
<u>Rhinobatos productus</u>	Shovelnose guitar fish	R
Myliobatididae		
<u>Myliobatis californica</u>	Bat ray	R
Dasyatididae		
<u>Urolophus halleri</u>	Round stingray	U
Engraulididae		
<u>Anchoa compressa</u>	Deepbody anchovy	C
<u>Anchoa delicatissima</u>	Slough anchovy	C
Batrachoididae		
<u>Porichtys myriaster</u>	Specklefin midshipman	U
Cyprinodontidae		
<u>Fundulus parvipinnis</u>	California killifish	A
Atherinidae		
<u>Atherinops affinis</u>	Topsmelt	A
Syngnathidae		
<u>Syngnathus leptorhynchus</u>	Bay pipefish	U
Cottidae		
<u>Leptocottus armatus</u>	Staghorn sculpin	A
Serranidae		
<u>Paralabrax clathratus</u>	Kelp bass	U
<u>Paralabrax maculatofasciatus</u>	Spotted sand bass	C
<u>Paralabrax nebulifer</u>	Barred sand bass	C
Sciaenidae		
<u>Menticirrhus undulatus</u>	California corbina	U
<u>Genyonemus lineatus</u>	Whitecroaker	U
Girellidae		
<u>Girella nigricans</u>	Opaleye	C

TABLE 7 (con't)

Family and Species	Common Name	Status
Embiotocidae		
<u>Amphistichus argenteus</u>	Barred Surfperch	U
<u>Hyperprosopon argenteum</u>	Walleye surfperch	U
<u>Cymatogaster aggregata</u>	Shiner surfperch	U
Mugilidae		
<u>Mugil cephalus</u>	Striped mullet	A
Blenniidae		
<u>Hypsoblennius gentilis</u>	Bay blenny	C
Gobiidae		
<u>Gillichthys mirabilis</u>	Longjaw mudsucker	C
<u>Ilypnus gilberti</u>	Cheekspot goby	
<u>Clevelandia ios</u>	Arrow goby	
<u>Quietula y-cauda</u>	Shadow goby	C
Cynoglossidae		
<u>Symphurus atricauda</u>	California tongue fish	U
Bothidae		
<u>Paralichthys californicus</u>	California halibut	A
Pleuronectidae		
<u>Pleuronichthys ritteri</u>	Spotted turbot	C
<u>Hypsopsetta guttulata</u>	Diamond turbot	A

Status abbreviations are as follows:

- A - abundant
- B - common
- U - uncommon
- R - rare

NOISE ELEMENT

JUNE 1981

NOISE ELEMENT
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SECTION I: INTRODUCTION AND SUMMARY

A. Introduction

Although there exists some controversy concerning the rate of growth of noise levels in urban areas, primarily due to a lack of substantiated trend data, there is general agreement that the average urban noise levels are continuing to climb and now constitute a serious detraction from the quality of life in many cities. For most people, the usual consequences of noise are associated with an interference with speech and other communication, a distraction at home and on the job, the disturbance of rest and sleep, and the disruption of various recreational pursuits. All of the foregoing can be considered components of the quality of life. Beyond the level of such inconveniences or disruptions, extreme and prolonged noise levels can cause hearing loss (either temporary or permanent), aural pain, nausea, loss of muscular control and blurring of vision. The effects of noise are therefore, widespread and include both psychological and sociological effects, as well as physiological effects.

In addition to the effects identified above, noise has a number of characteristics in common with other environmental pollutants. It is extremely difficult to establish simple causal relationships between the pollutant and its consequences. The data associated with the effects of noise covers a broad range of conditions. At one extreme, a loud explosion can result in the destruction of the sensory receptors of the ears and consequently, total deafness. At the other extreme exists various temporary psychological changes which often accompany exposures to "moderate" levels of noise. Most of the available findings fall between these extremes and at best, only probabilistic, rather than causal, statements can be made concerning effects. Physiological consequences are generally better understood than psychological ones, and both disciplines are further advanced than sociological research related to noise effects.

Although many of the findings related to noise lend themselves to a variety of interpretations, there is general agreement on a number of factors:

1. Noises of sufficient intensity have caused irreversible hearing damage.
2. Noises have produced physiological changes in humans and animals that in many instances have not resulted in adaptation.
3. The effects of noise are cumulative and, therefore, the levels and duration of noise exposure must be taken into account in any overall evaluation. The recognition of this fact has been translated into legislation specifying limits of total permissible noise exposure in various urban settings.
4. Noises can interfere with speech and other communication.
5. Noises can be a major source of annoyance by disturbing sleep, rest and relaxation, thereby resulting in stress.
6. When community noise levels have reached sufficient intensity, social action has occurred to reduce their effects. This has often taken the form of creating new organizations (or using existing ones) to press for regulation by means of laws, ordinances and standards and is one of the primary reasons why a noise element is mandated by the State.

B. Statewide Requirements

In California, highway traffic noise is generally recognized as the most predominant and widespread source of urban noise. It has tended toward a major source of noise due to (1) increased vehicular size and quantity, (2) greater concentrations of traffic on major highway routes and (3) increased use of land near highways to fill the residential and commercial needs of growing populations.

California State Law requires that a noise element be included as part of all city and county general plans. Specifically, Government Code Section 65302(g)

amended by Senate Bill 860 (Beilenson, 1975) which became effective January 1, 1976, now reads as follows:

A noise element which shall recognize guidelines adopted by the Office of Noise Control pursuant to Section 39850.1 of the Health and Safety Code, and which quantifies the community noise environment in terms of noise exposure contours for both near and long-term levels of growth and traffic activity. Such noise exposure information shall become a guideline for use in development of the land use element to achieve noise compatible land use and also to provide baseline levels and noise source identification for local noise ordinance enforcement.

The sources of environmental noise considered in this analysis shall include, but are not limited to, the following:

- (1) Highways and freeways.*
- (2) Primary arterials and major local streets.*
- (3) Passenger and freight on-line railraod operations and ground rapid transit systems.*
- (4) Commercial, general aviation, heliport, helistop and military airport operations, aircraft overflights, jet engine test stands and all other ground facilities and maintenance functions related to airport operation.*
- (5) Local industrial plants, including, but not limited to, railroad classification yards.*
- (6) Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.*

The noise exposure information shall be presented in terms of noise contours expressed in community noise equivalent level (CNEL) or day-night average level (LDN). CNEL means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after

addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.. L_{dn} means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.

The contours shall be shown in minimum increments of 5 dB and shall continue down to 60 dB. For areas deemed noise sensitive, including, but not limited to, areas containing schools, hospitals, rest homes, long-term medical or mental care facilities or any other land use areas deemed noise sensitive by the local jurisdiction, the noise exposure shall be determined by monitoring.

A part of the noise element shall also include the preparation of a community noise exposure inventory, current and projected, which identifies the number of persons exposed to various levels of noise throughout the community.

The noise element shall also recommend mitigating measures and possible solutions to existing and foreseeable noise problems.

The state, local or private agency responsible for the construction, maintenance or operation of those transportation, industrial or other commercial facilities specified in paragraph 2 of this subdivision shall provide to the local agency producing the general plan, specific data relating to current and projected levels of activity and a detailed methodology for the development of noise contours given this supplied data, or they shall provide noise contours as specified in the foregoing statements.

It shall be the responsibility of the local agency preparing the general plan to specify the manner in which the noise element will be integrated into the city or county's zoning plan and tied to the land use and circulation elements and to the local noise ordinance. The noise element, once adopted, shall also become the guideline for

determining compliance with the State's Noise Insulation Standards, as contained in Section 1092 of Title 25 of the California Administrative Code.

The purpose of the element is to identify noise levels associated with all existing and proposed major highways and freeways and other transportation-related sources that may produce noise harmful to the health and welfare of the community. Furthermore, various conclusions and recommendations regarding appropriate site or route selection or the impact upon compatible land uses are to be included in the general plan. The element is closely related to both the housing and land use elements, in that noise affects the desirability and marketability of residential structures in certain areas of the community. It also has a significant impact on the circulation element, in that the general design and location of transportation facilities most directly influences the distribution and intensity of the major sources of noise. The noise element is also closely related to the open space element and the potential enjoyment of quiet recreational pursuits as part of open space uses. Conversely, open space can be employed to buffer noise sources from other sensitive uses through distance and the extensive use of landscape materials.

C. Summary of Findings

Based upon the study efforts carried out in compliance with existing State Laws, it has been determined that the majority of residential areas in the City may be categorized as "quiet to normal suburban" in spite of the very strong influence of the Highway 75 which passes through the City. It is the Highway which apparently dominates the ambient or residual noise levels over the bulk of the community during the nighttime hours and many locations as well during the daytime hours. This is anticipated to hold true in future years.

The single-most dominant source of intrusive noise in the community is truck traffic on Highway 75 and other major thoroughfares. There are no significant

fixed noise sources or industrial noise producing activities of consequence. The bulk of existing industrial uses within the City are considered of a "light" industrial type.

Noise generated by persons and their accessories, such as radios, using the beach can sometimes intrude on nearby residents. Though very sporadic and difficult to quantify, the noise is most intrusive during the evening hours.

The helicopter activities at Ream Field are responsible for intrusive noise levels in adjacent residential areas, as are Border Patrol aircraft.

The noise element and report which follows address a considerable part of the overall noise pollution problem associated with outdoor noise in the community; namely, transportation-related noise. The section immediately following describes the basic methodology and findings of various noise studies prepared or analyzed for the City, including those related to highway and airport facilities.

Noise contours have been calculated for the individual transportation elements and are described in Section III of the report. The contours have been drawn on base maps contained in Section III.

Section IV of the report, explores a number of findings related to the effects of noise and, by way of example, includes various standards and criteria developed by other governmental agencies for the evaluation and regulation of noise.

The final sections of the report, Section V and VI, outline various existing and potential policies which the City may undertake to reduce existing and future levels within the community. Also included are some suggested techniques for the monitoring of environmental noise at the local level, using simple hand-held sound level measurement equipment (Appendix D).

SECTION II: IDENTIFICATION OF NOISE SOURCES

A. Background Terminology

Sound measuring equipment now in common use gives a practical quantitative evaluation of noise based upon the physical fact that noise and other forms of sound in air are caused by vibrations in the air pressure around its steady-state atmospheric level. Such vibrations, in the case of noise (unwanted sound), are characterized by rapidly changing frequencies and sound pressures. Average hearing responds to frequencies from about 20 cycles per second to 20,000 hertz (Hz), and to sound pressures from about 0.0002 microbars to 2,000 microbars (1 microbar = 1 dyne per square centimeter), a ratio of ten million to one. To accommodate this range of values, it is customary to use a logarithmic scale. The common logarithmic unit used to measure sound intensity is decibels (dB), where the sound pressure level in dB is defined by the relationship:

$$\text{Sound Pressure Level (dB)} = 20 \log \frac{P}{P_0}$$

P is the measured pressure and P_0 is the reference pressure. In particular, if $P_0 = 0.0002$ then for $P = 0.0002$, the sound pressure level is 0 dB and for $P = 2,000$, the sound pressure level is 140 dB. The first reading of 0 dB corresponds to the threshold of hearing and the second reading of 140 dB is typical of the noise pressure produced by a large aircraft jet engine. General community noises are usually in the middle range between these two extremes.

A complete physical description of a sound must account for its frequency, its overall sound pressure level, and the variation of both of these quantities with time. Because it is awkward to present and understand data which have three dimensions, considerable effort has been expended during the last 50 years to develop scales which reduce the number of these dimensions.

Most of the effort has been focused on combining measures of frequency and overall sound pressure level into a quantity proportional to the magnitude

of the sound as detected by the human ear. The simplest approach found to date is to electronically weight the amplitudes of the various frequencies approximately in accordance with a person's hearing sensitivity and sum the resulting weighted spectrum to obtain a single number. For such purposes, sound level meters are usually equipped with "weighting circuits" or filters that tend to represent the frequency characteristics of the average human ear for various sound intensities. Hence, readings are sometimes taken with "A-scale" or "B-scale" or "C-scale" settings on the meter. The "A-scale" setting of a sound level meter filters out as much as 20 to 40 dB of the sound below 100 Hz, while the "B-scale" setting filters out as much as 5 to 20 dB of the sound below 100 Hz. The "C-scale" setting is reasonably "flat" with frequency, i.e., it retains essentially all the sound signal for the full overall frequency range. The resulting values are called "sound levels" and are identified as dBA, dBB, or dBC readings. These readings do not represent true sound pressure levels because some of the actual signal has been removed by the weighting filters.

A-scale sound levels are commonly used in many community and city noise ordinances and in several state and city highway or traffic codes. However, because the A-weighting is not a perfect solution for the accounting of man's perception of the frequency characteristics of a sound, many other scales have been developed which attempt to better quantify "loudness" and/or "noisiness." One of these, the community noise equivalent level (CNEL), has been adopted by the State of California for monitoring purposes. The CNEL scale is based on A-weighted measurements; however, in addition to considering the magnitude of a sound, the CNEL accounts for the duration of the sound, the time of day during which it occurs, the total number of such events, and the probable community reaction. Originally drawn from models related to aircraft noise intrusion, the CNEL has been applied to a series of community noise problems to related various measurements to observed community reaction.

Both CNEL and dBA levels are utilized in the report to describe existing and projected noise conditions within the City. The Government Code, Section 65302 (g), is geared to a more complex approach which considers not just the

magnitude of the noise produced, but individual event durations and frequency of occurrence. These additional factors are combined with basic noise level information to produce the rating scale CNEL or L_{dn} (as referenced in the report) which correlates well with expected human reaction to noise. However, due to the complexities involved in applying the CNEL, A-weighted measurements are also included. The CNEL is appropriate for planning and detailed impact analysis, while dBA is suited to local monitoring and enforcement programs. The A-weight scale has been used to measure existing residual (or ambient) noise levels throughout the community. With the standards and criteria related to various noise levels in dBA, the City may continue a local monitoring and noise control program utilizing relatively simple sound level measurement equipment.

B. Survey Methodology

The work effort to develop a noise element for the City of Imperial Beach generally consisted of a three-phase program, including: research, analysis, and reporting.

Research. A preliminary identification was made of the potential problem noise sources within the community. These included two existing transportation-related noise sources: (1) existing highways and arterials, and (2) Ream Field. The existing major highways and arterials included: Highway 75, Palm Avenue, Imperial Beach Blvd, Elm Avenue, 13th Street, 9th Street and 1st Street.

Each of these existing sources was surveyed to determine their general design characteristics and the nature of nearby property characteristics. In the case of the transportation corridors, the following typical data was gathered:

1. Nature of the corridor -- use classification, number of lanes, general width, and relative elevation or depression with respect to sideline terrain.
2. Traffic flow characteristics -- including factors which govern the basic speed of traffic on this arterial, such as: frequency of stop signs, placement of signals, speed regulations, and other factors -- in addition to traffic flow -- which would influence vehicle speed and, hence, noise exposure.

3. Sideline property characteristics -- this included the elevation of sideline property, i.e., the road level above, below, or at-grade with nearby property; the location, type and density of uses and construction on sideline properties, and changes in sideline property characteristics at increasing distances away from the highway network.

Analysis. The data gathered concerning the highway descriptions and traffic volumes was utilized in calculating CNEL levels at each of the major highways and arterials located in the City. The previous procedure allowed for the construction of equal CNEL contours along existing major highways (see Section III)

Based on traffic forecasts related to existing and proposed land uses, potential changes in noise contours were also calculated for the major future highway network. This network included all roadways and Highway 75 as identified previously, as well as new route corridors.

The calculations were made utilizing the data base of sideline noise profiles established for current conditions and the development of projected noise levels for representative highway locations. This data was keyed to a traffic noise prediction model to allow a detailed analysis of changes in traffic mix and new sideline terrain or noise propagation characteristics to obtain projected CNEL and noise levels. The procedures for calculating the noise contours for highways and arterials may be summarized as follows:

1. Define the specific roads to be considered in the analysis.
2. Define traffic flow parameters for each road to be analyzed. These factors will include Average Daily Traffic (ADT - on an annual basis), traffic distribution by day and nighttime time periods, typical vehicle speeds and percentage of trucks.
3. Define highway configuration in terms of use classification, number of lanes, typical median width and relative elevation or depression with respect to the sideline terrain.
4. Define sideline terrain characteristics for use in propagation analyses.
5. Analyze current automotive and truck noise reduction technology and legal constraints, and estimate noise output characteristics for future time periods.

6. Evaluate the cumulative noise levels emitted by current and projected highway traffic in terms of vehicle speed, traffic density, flow, and lane distribution by vehicle class. This analysis results in determination of day and night equivalent noise levels (L_{eq}) which may then be summed logarithmically to yield the CNEL of day-night average level, L_{dn} , at a reference distance of 50 feet.
7. Adjust nominal CNEL/ L_{dn} values at 50 feet for the effect of highway grades on vehicle noise output.
8. Given the highway configuration and sideline terrain characteristics, analyze traffic noise propagation into the surrounding community considering such variables as spreading losses, air absorption, excess ground attenuation, highway barriers, and miscellaneous acoustic barriers.
9. Combine these data to yield CNEL/ L_{dn} noise contour values versus distance from the roadway.

In the case of the Navy's Outlying Field Imperial Beach (Ream Field), the data utilized was obtained directly from the Air Installations Compatible Use Zones Study prepared by the Western Division, Naval Facilities Engineering Command, San Bruno, California, in May, 1977.

C. Highway Traffic Operations

As indicated earlier, the major existing highways and streets selected for study included : Highway 75, Imperial Beach Blvd, Palm Avenue, Elm Avenue, 13th Street, 9th Street and 1st Street. To calculate the CNEL and noise levels related to each of these existing transportation routes, several traffic flow characteristics were obtained. These included current Average Daily Traffic (ADT) volumes, traffic distributions by day and evening time periods, typical vehicle speeds, and percentages of truck traffic.

The distribution of traffic between day and evening time periods was based on the average hourly traffic flow which occurred during the hours of 7 A.M. to 10 P.M. (daytime) and 10 P.M. to 7 A.M. (evening). The day-evening splits were found to be typically 87 percent day and 13 percent night (for all vehicles). The current average daily traffic volumes utilized for each street are those figures contained in the circulation element.

The percentages of truck traffic used in the calculations were 4 percent for Highway 75, 2 percent for Palm Avenue and Imperial Beach Blvd., 1 percent for 1st Street and zero for the remaining streets. These percentages are those typically experienced on similar roads in the area.

Calculations utilizing vehicular speeds were based on off-peak or free flowing hourly traffic rates to provide a greater noise exposure level. Vehicle speeds in certain cases, however, were held to the maximum legal limits prescribed for a given route.

The model utilized for predicting noise contours is based on the summing of noise from each individual vehicle. Noise from a single vehicle is generally specified by the peak level measured as the vehicle drives by on a straight road at a standard distance of 50 feet from an observer. This is referred to as the peak passby level. Noise at other points in time, or for distances other than 50 feet, can be computed as a function of distance between vehicle and observer.

Computation of Equivalent Noise Level, L_{eq} (the basis for formulation of CNEL/ L_{dn}) requires adding the acoustic energy of all vehicles and averaging over time. The program first does this for each lane individually. The time averaging process makes the results independent of spacing between individual vehicles; only average traffic density need be known. After averaging over time, each lane becomes an acoustic line source of strength proportional to average peak passby level and vehicles per mile. The average peak passby level is based on the peak passby level of each class of vehicles (e.g., cars, trucks) weighted according to the percentage of each and is a function of speed. The number of vehicles per mile is the traffic flow (vehicles per hour) in that lane divided by average speed. For multi-lane roads where only overall traffic flow and a percentage of trucks are given, the programs sets the flow in each lane in terms of a standard distribution based on lane-by-lane traffic count data. Speeds in each lane are set to standard values based on data for similar roads.

After computing the equivalent line source strength of each lane, L_{eq} for the total highway traffic is computed by adding acoustic energy from all lanes. The distance to each individual lane is used in computing this. The noise contribution from each lane decreases inversely with distance, plus additional propagation losses.

Projected noise levels for passenger cars in future time periods are also based upon a study performed by Wyle Laboratories for the Federal Environmental Protection Agency in December 1971. This study assessed potential legal constraints (particularly the California Vehicle Code, Section 27160, "Motor Vehicle Noise Standards") and application of available technology to predict peak passby noise levels for the intermediate and long term future. It has been assumed that the noise output characteristics of automobiles will be essentially similar to current vehicles; however, their levels will be decreased by 3dB over the normal operating range as shown in the chart on the following pages. It has been further assumed that for future time periods, barring a major breakthrough in tire noise reduction, truck noise at highway speeds would be primarily controlled by tire noise and thus may exhibit a 4 to 7dB decrease over current levels, depending on vehicle speed. This assumed noise output versus speed is shown in the chart pertaining to heavy truck traffic. The steeper slope for the future curve is deemed more representative of the speed sensitivity of tire noise.

Grade correction factors have been essentially eliminated due to the relatively level grade of the City's streets.

The methodology discussed thus far is mainly concerned with development of the noise source strength, expressed in terms of L_{dn} or CNEL at a reference distance of 50 feet from the center of the outermost lane of traffic. Thus, the final step in development of noise contours along a roadway is the analysis of the sound propagation from the flowing traffic. The stepwise computation takes into account several factors which affect sound attenuation. These include geometrical spreading losses and additional losses resulting from air absorption and excess ground attenuation for flat terrain. These two additional factors are dependent upon the spectral content of the noise, tempera-

ture and relative humidity (standard atmospheric conditions of 50°F and 70 percent relative humidity were assumed).

A nominal decrease of road traffic noise (on an energy basis) of 3 dB per doubling of distance was incorporated in the analysis. At approximately 400 feet, the influence of the additional attenuation factors becomes significant.

D. OLF Imperial Beach Operations

"As an outlying field, the Imperial Beach air installation is used only for air operations training. Landing, takeoff, and heavy lift practice are conducted by helicopters which are home based at the Naval Air Station (NAS), North Island. Because of the clear weather, proximity to NAS North Island, and the pocket of airspace available for low level flying, Imperial Beach is a good place for helicopter operations. It is expected that there will be a need for helicopter activity at the outlying field into the long term future." ¹

"Operations of OLF Imperial Beach take place both on the main runway (Runway 9/27, 5,000 feet long) and on five pads located south of the runway. Pad operations consist of approximately 60 percent of total operations; runway operations comprise the remaining 40 percent. Runway operations are divided into three types; procedure operations (arrivals to and departures from OLF Imperial Beach); autorotations (simulated emergency landings in which the engine is shut off and air is used to turn the main rotor, enabling the helicopter to descend at controlled speed to earth); and "touch and go's" (take off and landing practice in which the helicopters land, taxi on the runway and take off without stopping)." ² Table 1 shows operations of OLF Imperial Beach by type of operation.

¹Air Installations Compatible Use Zones Study, OLF Imperial Beach, Imperial Beach, California, Western Division, Naval Facilities Engineering Command, San Bruno, California, May, 1977, page I-1.

²Ibid, page IV-2

'Unlike a civilian airport, OLF Imperial Beach and other military airfields do not conduct operations on a fixed schedule. Operations at OLF Imperial Beach are dependent on requirements of the Pacific Fleet. Therefore, operations levels vary from month to month, but there is no established pattern. In general, no operations are conducted on weekends. Weather does not significantly affect operations at OLF Imperial Beach for two reasons. First, flying weather in the area is good to excellent. Secondly, helicopters, because they operate at lower altitudes than fixed wing aircraft, are able to operate under low cloud cover and in other weather conditions which would be severely limiting to fixed wing aircraft. As a result of these two factors, instrument flying at OLF Imperial Beach is necessary less than 10 percent of the time." ³

The current flight patterns of the air field are shown on Exhibit 1. NAS North Island airspace abuts OLF Imperial Beach airspace at the north. Fixed wing aircraft arriving at NAS North Island do so from the area west and northwest of OLF Imperial Beach. Helicopters must remain under fixed wing traffic.

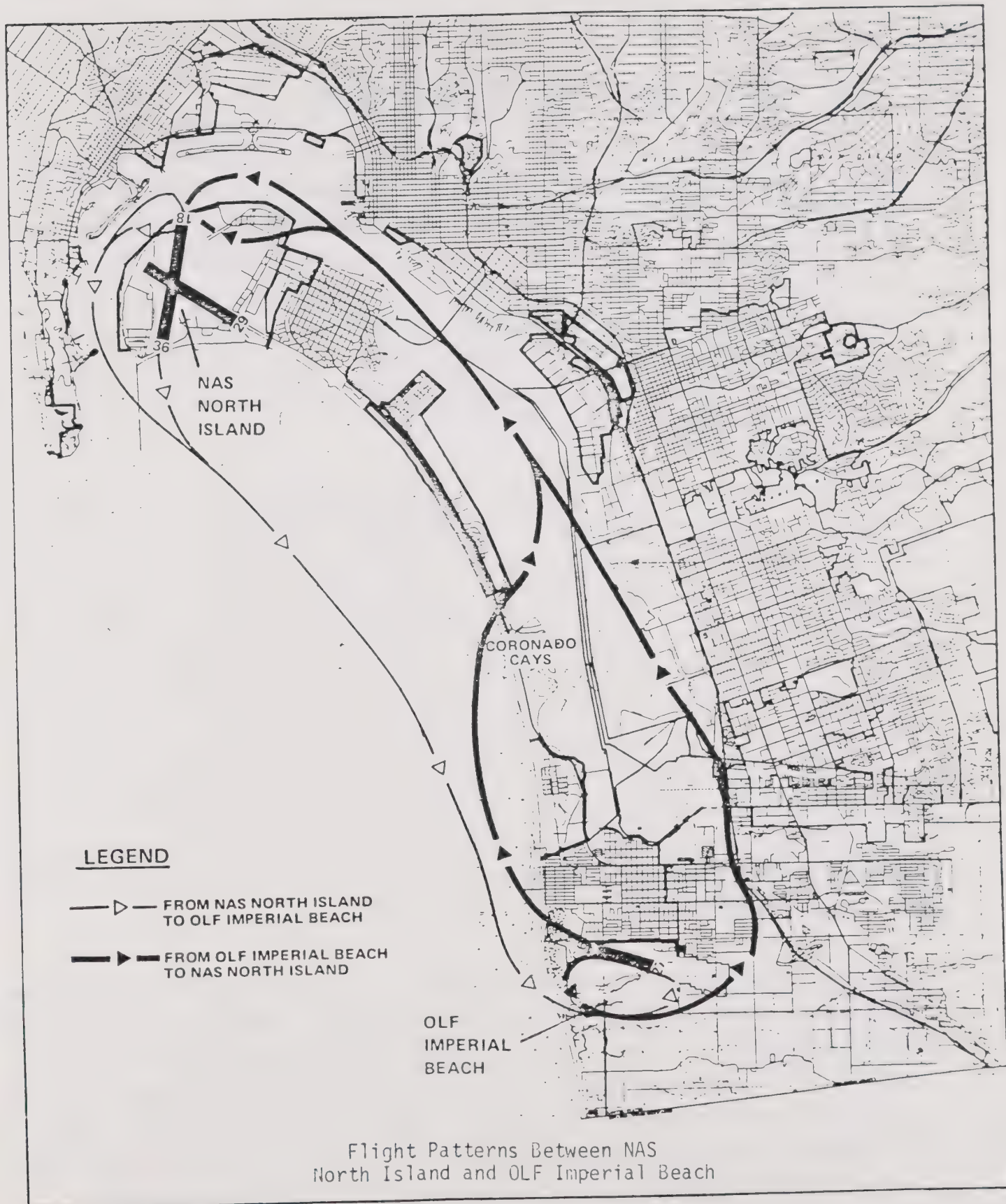
³Ibid, page IV-2

Table 1
Operations Summary OLF Imperial Beach

PAD OPERATIONS			Day	Evening	Total
		1	15,740 (7.4%)	17,490 (8.2%)	33,230 (15.6%)
		2	15,335 (7.2%)	---	15,335 (7.2%)
		3	15,135 (7.1%)	16,815 (7.9%)	31,950 (15.0%)
		4	15,335 (7.2%)	-	15,335 (7.2%)
		5	15,135 (7.1%)	16,815 (7.9%)	31,950 (15.0%)
		SUBTOTAL	76,680 (36.0%)	51,120 (24.0%)	127,800 (60.0%)
RUNWAY OPERATIONS	Runway 27	Arrivals/Departures	16,025 (7.5%)	10,685 (5.0%)	26,710 (12.5%)
		Autorotation	11,170 (5.3%)	7,445 (3.5%)	18,615 (8.8%)
		Touch & Go	21,370 (10.0%)	14,245 (6.7%)	35,615 (16.7%)
		Subtotal	48,565 (22.8%)	32,375 (15.2%)	80,940 (38.0%)
	Runway 9	Arrivals/Departures	845 (0.4%)	560 (0.3%)	1,405 (0.7%)
		Autorotation	585 (0.2%)	395 (0.2%)	980 (0.4%)
		Touch & Go	1,125 (0.6%)	750 (0.3%)	1,875 (0.9%)
		Subtotal	2,555 (1.2%)	1,705 (0.8%)	4,260 (2.0%)
	TOTAL	Arrivals/Departures	16,870 (7.9%)	11,245 (5.3%)	28,115 (13.2%)
		Autorotation	11,755 (5.5%)	7,840 (3.7%)	19,595 (9.2%)
		Touch & Go	22,495 (10.6%)	14,995 (7.0%)	37,490 (17.6%)
		SUBTOTAL	51,120 (24.0%)	34,080 (16.0%)	85,200 (40.0%)
	TOTAL		127,800 (60.0%)	85,200 (40.0%)	213,000 (100.0%)

SOURCE: AICU2 Study, Western Division, Naval Facilities Engineering Command, San Bruno, California, May, 1977, page I-1

EXHIBIT 1



SOURCE: Air Installations Compatible Use Zones Study, OLF Imperial Beach Western Division, Naval Facilities Engineering Command

SECTION III: EXISTING AND PROJECTED NOISE CONTOURS

The average noise emission from ground transportation systems in the City of Imperial Beach has been expressed in terms of Community Noise Equivalent Level (CNEL) contours. These contours have been drawn on master map sheets, submitted separately to the City, at a scale of 1 inch equals 600 feet. Contour values of 55, 60 and 65 dB have been drawn (where they project beyond the roadway edge) for the present and future highways, 65, 70 and 75 dB contours have been drawn for OLF Imperial Beach. The noise contours shown in relation to the air field represent present noise levels based upon current flight operations.

The accuracy of the contour values presented for this analysis is estimated to be ± 3 dB which is comparable to that generally associated with the evaluation of aircraft operations. The 60 dB contour is of particular interest because it represents a composite noise level which may be considered generally acceptable for unrestricted residential occupancy in quiet suburban communities. Due to the large error involved in estimating noise from sources over long distance, projections down to 45 dB, as suggested by the Government Code, was impractical. The problem of estimating such a low composite noise level is further complicated by the fact that the ambient noise level in most commercial areas and some residential communities would normally exceed this value. Thus, association of these noise levels with any specific noise source becomes extremely difficult and the practicality of field noise measurement of such low levels is nil.

The noise contours for the current highway system include adjustments in noise propagation characteristics to account for the relative elevation or depression of the roadway with respect to the sideline terrain based upon physical observations. It should be noted that these sideline terrain and highway elevation adjustments were normalized to represent "typical" configurations over highway segments generally at least one-half mile in length, hence, more detailed noise propagation analysis should be performed for thorough evaluation of

specific locations. Attenuation effects of building density or foliage were not accounted for in order to present a somewhat more conservative picture of the average noise level near ground transportation systems. All roadways were considered to be on the same elevation as the sideline terrain in order to present a more conservative estimate of future operations. (It is understood that this practice is also followed by CALTRANS for their projected noise contours.)

(Map)

EXHIBIT 3

PROJECTED NOISE CONTOURS

(To be inserted by City)

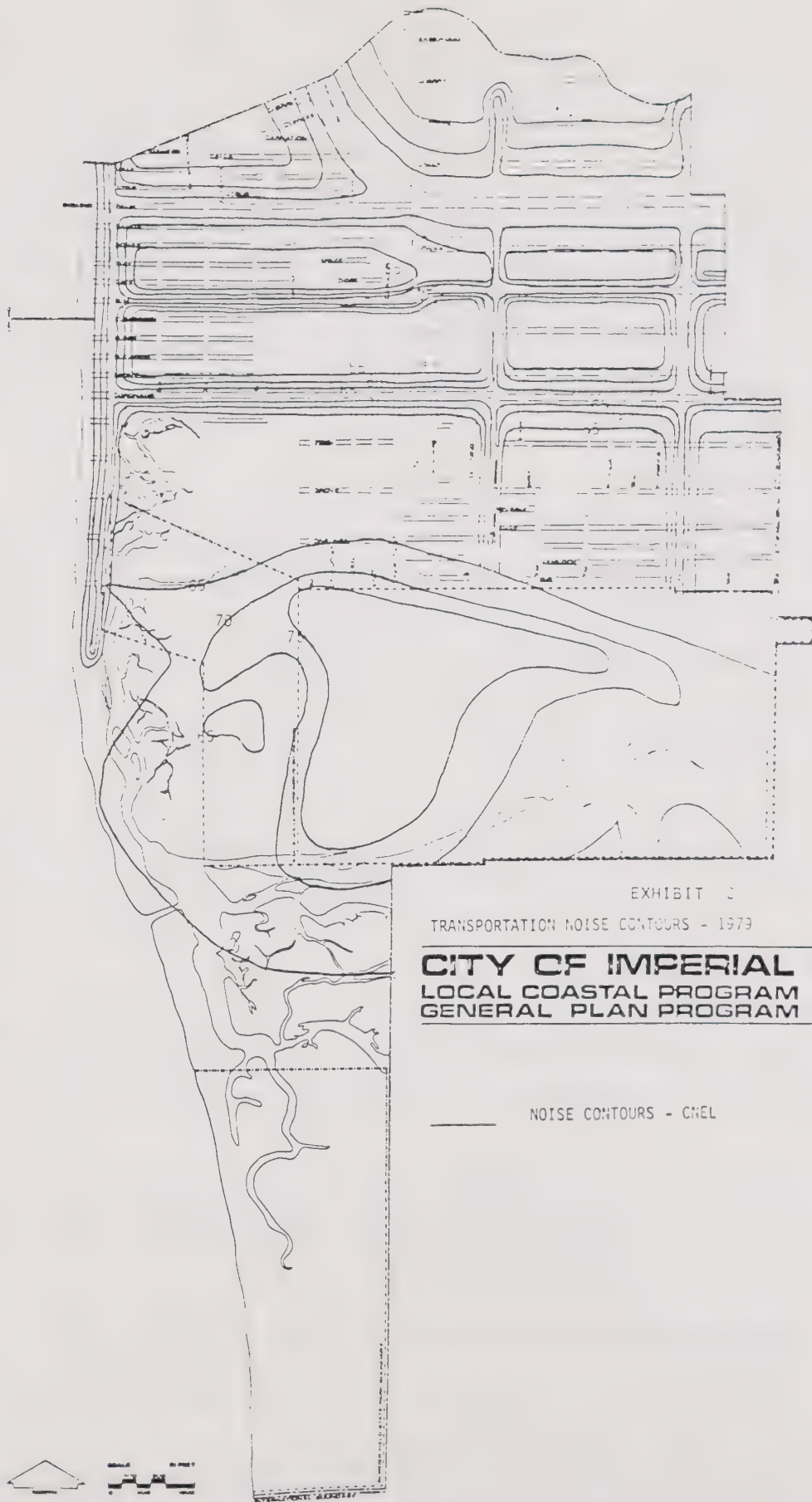


EXHIBIT C

TRANSPORTATION NOISE CONTOURS - 1979

CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
GENERAL PLAN PROGRAM



NOISE CONTOURS - CNEL

SECTION IV: GOALS AND POLICIES FOR THE REDUCTION OF NOISE

Several major goals and policies related to the control and reduction of noise in the local community have been adopted by the citizens and public officials of the City by way of the Policy Plan. The following section lists the specific goals and policies from the Policy Plan as related to noise.

General Policy

It is the general intent of the City to regulate and control unnecessary, excessive and annoying sounds and vibrations emanating from uses and activities within the City, and to prohibit such sounds and vibrations as are detrimental to the public health, welfare and safety of its residents.

Implementation Directives

1. *The City shall develop and adopt an ordinance to control noise levels. The ordinance shall set forth specific noise levels (dBA meter readings) that are unacceptable and not permitted in the City.*
2. *New developments contiguous to highway and other traffic corridors should be restricted to appropriate commercial or medium-high density uses or open space uses. The City should establish a requirement for adequate screen plantings within these areas to help abate traffic noise.*
3. *To minimize noise emanating from existing arterial highways, new development shall be required to utilize insulating techniques such as berms, banks, walls and landscaping.*
4. *Newly constructed arterial highways shall be designed in such a way as to minimize the noise impact on adjacent properties.*
5. *The general plan for the City should emphasize the use of public transportation for the local residents.*

6. *The City should provide necessary arterial and collector streets, to ease the heavier traffic. Residential homes should not be permitted to front on these streets.*
7. *Design standards for landscaping along major arterials shall be established by the City to assist in the mitigation of traffic generated noise.*
8. *The City shall establish regulations limiting the routes, speeds, and operating hours of vehicles generating noise nuisances such as trucks and busses.*
9. *Trucks over 5000 lbs. load capacity should be limited to highway 75, unless they are making deliveries.*
10. *The City should require organizations to submit plans and obtain permits to hold public events in the City. There should be controls placed upon the scheduled start and completion times and the use of noise producing devices such as public address systems and musical amplifiers.*
11. *A formal complaint center should handle noise complaints. There should be periodic advertising of the noise ordinances and its requirements and encouragement of the public to register complaints.*

Implementation Directives (Citizens Committee)

1. *The City should develop, adopt and enforce a noise ordinance to control noise levels.*
2. *The City shall require organizations to submit plans and obtain permits to hold public events in the City. There should be controls placed upon the scheduled start and completion times and the use of noise producing devices such as public address systems and musical amplifiers.*
3. *The City's formal complaint center shall handle noise complaints and enforce noise ordinances. There shall be periodic advertising of the noise ordinances and their requirements and encouragement of the public to register complaints. Appropriate complaints would be recorded and submitted to the San Diego County Health Department for action.*

SECTION V: NOISE EVALUATION STANDARDS AND CRITERIA

As noted in the introductory section of the report, the general effects of noise are widespread and involve both psychological and social effects, as well as physiological effects. The following section of the report briefly explores a number of the findings related to the effects of noise and various standards and criteria which have been developed by other governmental agencies.

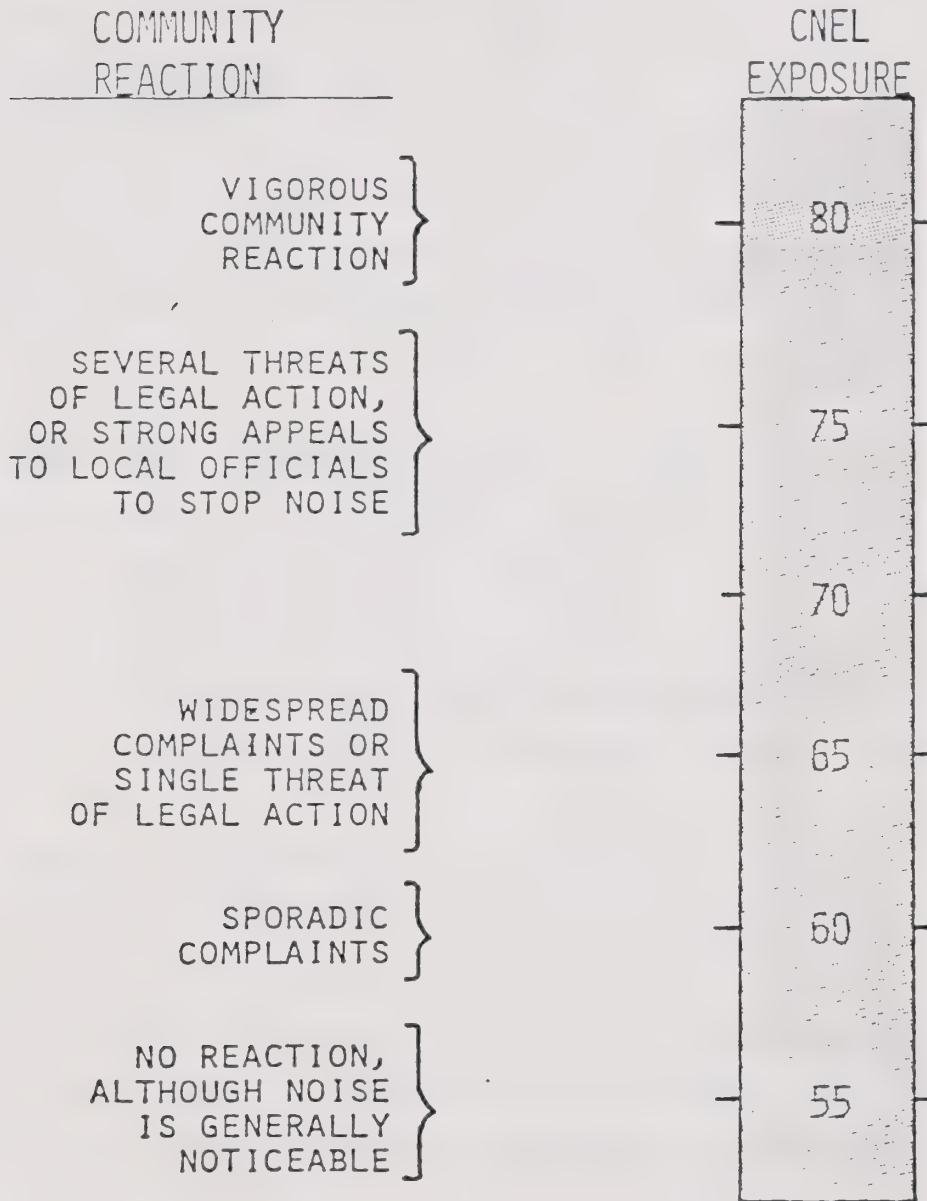
As the population expands and the number, size and complexity of technological accomplishments increase, more noise is being generated than ever before. The rising tide of noise pollution is responsible for an increasing number of problems, including: annoyance, speech interference, sleep disturbance, psychological distress, physiological stress, and hearing loss.

Annoyance and Mental Health. Several studies have shown a direct correlation between noise exposure and mental health. A Swedish traffic noise study showed that the proportion of people annoyed increased linearly with increasing noise levels above 50 dBA, based on a 24-hour average. Symptoms such as headache, insomnia and nervousness were closely correlated with the severity of the exposure. Other studies link acoustically poor environments with such symptoms as nausea, instability, argumentativeness, anxiety, fatigue and lethargy.

The U.S. Environmental Protection Agency, citing several case studies and attitude surveys of human reactions to noise, compiled the following chart showing community reaction indices for various noise levels.

EXHIBIT 4

COMMUNITY REACTION TO NOISE LEVELS



SOURCE: Community Noise, EPA, November 1971

Sleep Disturbance. The physiological and psychological effects of sleep interference are sidely documented. Acute loss of sleep may impair performance of certain kinds of tasks. Jobs that require short-term memory and high-speed processing of information are extremely sensitive to small amounts of sleep deprivation. Chronic loss of sleep can cause psychological distress. Severe sleep disturbance precedes and accompanies most psychiatric syndromes, and complaints of sleeplessness are among the most frequent symptoms presented to the general medical practitioner. Prolonged sleep loss can lead to transient but severe psychological disturbance in which a person experiences visual hallucinations, delusions of persecution, and disorientation of time and place.

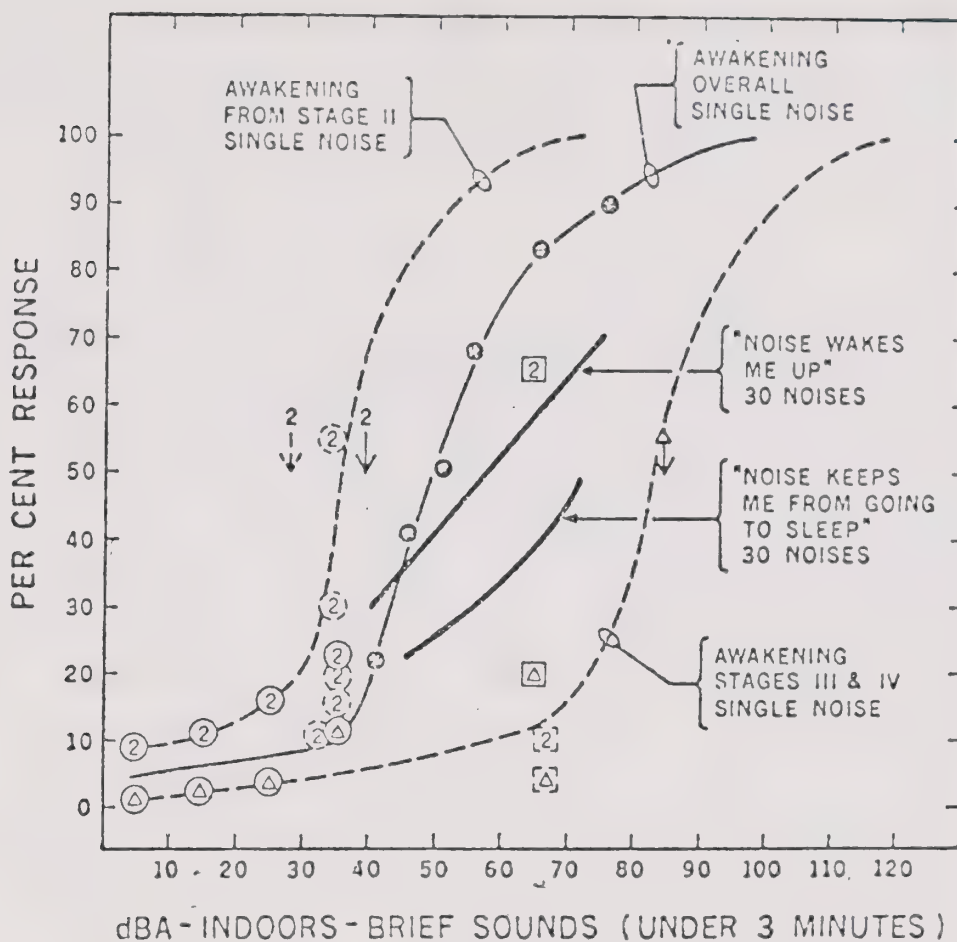
Noise can of course awaken a sleeper, can shift him from a deeper stage of sleep to a shallower stage, or can deprive him of sleep connected with dreaming which is thought to be most important to mental health. It is claimed that people adapt to sleep disturbance from noise. However, this is not widely supported. Studies have shown that the sense organs are just as sensitive to stimuli during sleep as during waking hours. Responses in EEG, heart rate, blood flow and skin resistance show little adaptation.

The exact noise levels which prevent or interrupt sleep are dependent on many variables: the person's age, stage of sleep, motivation to awake, prior degree of rest and overall emotional health. Noise, however, disturbs sleep in direct relation to its intensity. The chart on the following page summarizes information from several studies, and shows that a significant fraction of the population (30 percent and more) may commonly suffer some form of sleep disturbance if the level of intruding noise in their home exceeds 45 dBA.

Interference With Speech Communication. Interference with speech communication can degrade interpersonal relations, reduce learning in school classrooms, prevent the accomplishment of job tasks and detract from the enjoyment of entertainment. .

EXHIBIT 5

NOISE LEVELS WHICH DISTURB SLEEP



Source: "Noise and the Proposed Orange County Noise Ordinance,"
Orange County Health Department, February 5, 1973.

Note: Roman Numerals II, III, IV, refer to sleep stage from
light to deep sleep.

"Awakening," Stage II & III, curves are derived from
laboratory studies of normally rested young adults.

"Awakening, overall single noise" curve based on 350
persons tested against 3-minute sounds in their own
bedrooms.

"Noise wakes me up" and "Noise keeps me from going to
sleep" curves are based on questionnaire studies of
people living near airports.

Various maximum distances for intelligible conversation at varying distances have been compiled by Wyle Laboratories in their report Community Noise for the U.S. Environmental Protection Agency, December 31, 1971. These are summarized in Exhibit 6.

Physiological Stress Reactions to Noise. Sudden unexpected bursts of noise can produce measureable physiological stress reactions, including changes in blood vessel diameter, cardio-vascular blood pressure and volume, heart rate, respiration rate, pupil size, sweat gland activity, endocrine gland excretions, and other neural and body activities. These responses are sometimes designated as "arousal" or "stress" reactions, and are difficult to distinguish physiologically from responses which occur in emotional states such as fear or anger. The body "adapts" to continued elicitation of the arousal response in a detrimental manner, establishing new basal levels of function rather than returning to pre-existing normal levels. Chronic overstimulation of the arousal response could result in cardiovascular disease, hypertension, equilibrium disturbance, increased susceptibility to disease and increased rate of birth defects.

The level of noise required to produce physiological effects varies, but the threshold of stress response is about 65 dBA and becomes pronounced at 80 to 85 dBA. Exposure to sound levels of 75-85 dBA can cause a temporary threshold shift in hearing, with normal hearing acuity returning gradually after the noise ceases. For example, exposure to 85 dBA sound levels, continuously, for one hour can produce a 10 dB temporary hearing loss. If the conditions leading to temporary loss are repeated frequently enough over a period of years, some degree of permanent loss could result.

The higher the noise level, the shorter the period of time required to produce both temporary and permanent hearing loss. The maximum allowable unprotected noise levels for occupational exposures established by the federal government, are as follows:

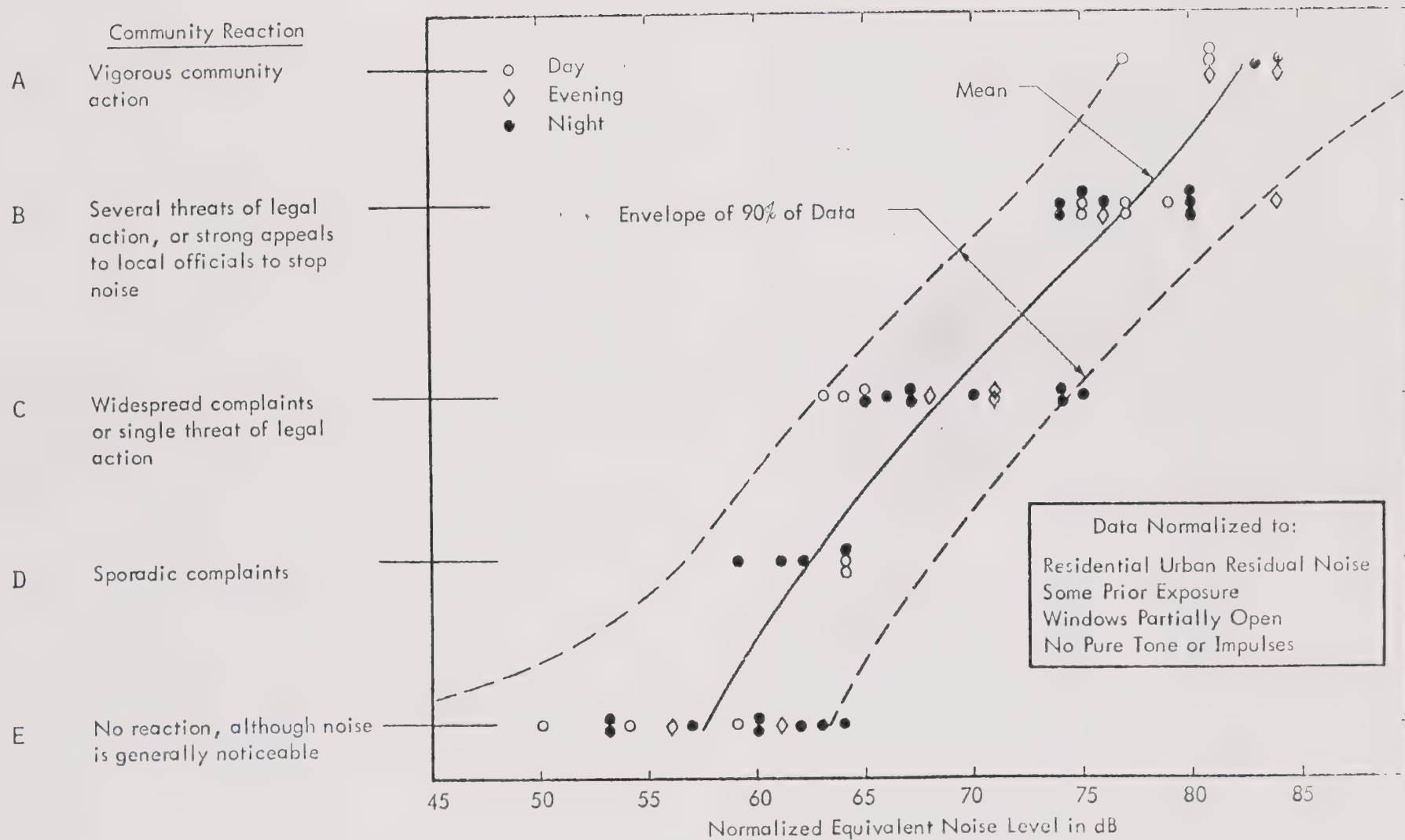


EXHIBIT 6
COMMUNITY REACTION TO INTRUSIVE NOISES OF MANY TYPES

Table 2
Federal Occupational Noise Exposure Limits

<u>Duration Per Day (Hours)</u>	<u>Sound Level (dBA)</u>
8	90
4	95
2	100
1	105
1/4 or less	115

Criteria Selection. The noise criteria and standards selected by the City of Imperial Beach can be based on one or several of the standards established by the various agencies involved in noise control. Some of these standards as they relate to compatibility with single- and multi-family residences are summarized in the chart on the following page. The following chart summarizes the noise environments recommended as compatible with various land use types by the California Department of Health.

It is noted that many of the noise sources and intrusive noise levels cited by way of examples throughout this section of the report, include sources simply other than transportation-related sources. The noise element, as designated by State law, concentrates on transportation-related features as the most predominant and widespread source of noise within urban communities. Local communities are, however, limited in the types and degree of measures for reducing or controlling noise from such features, particularly measures aimed directly at the source. With certain noted exceptions, State and Federal agencies preempt direct action by local agencies to combat noises

emitted by motor vehicles, trains or aircraft. There are a number of key actions (both direct and indirect), however, which the City may take to reduce noise generated by these sources. Such measures are outlined in the following sections of the report.

The intent of this discussion is, however, to point out the need for the City to adopt more comprehensive noise measures if it so desires to regulate noise levels from other sources within the community. The most common action would entail the adoption of a community noise ordinance. The measure should be instituted as part of the implementation phase of the general plan program. The ordinance would serve to incorporate the various standards and criteria deemed appropriate by the City, and formalize the selection of such standards or criteria offered by way of this report.

Table 3

Land Use Compatibility for Community Noise Environments

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB					
	55	60	65	70	75	80
RESIDENTIAL - LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES						
RESIDENTIAL - MULTI. FAMILY						
TRANSIENT LODGING - MOTELS, HOTELS						
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES						
PLAYGROUNDS, NEIGHBORHOOD PARKS						
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL						
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE						

INTERPRETATION**NORMALLY ACCEPTABLE**

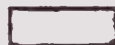
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

**CONDITIONALLY ACCEPTABLE**

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

**NORMALLY UNACCEPTABLE**

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

**CLEARLY UNACCEPTABLE**

New construction or development should generally not be undertaken.

SOURCE: GUIDELINES FOR THE PREPARATION AND CONTENT OF NOISE ELEMENTS OF THE GENERAL PLAN, OFFICE OF NOISE CONTROL, CALIFORNIA DEPARTMENT OF HEALTH, PAGE 26, FEBRUARY 1976.

SECTION VI: POTENTIAL PROGRAMS FOR THE REDUCTION OF TRANSPORTATION NOISE

A. Introduction

The control of transportation-related noise may be approached in three dimensions, these being: source definition, noise abatement measures and the implementation and regulation of noise abatement policies. The chart on the following page presents an overview of these dimensions as applied to the major sources of external environmental noise. While considerations here are limited to transportation systems, aircraft, industrial/stationary sources and construction noise have been included to lend an overall perspective to the control of environmental noise. The chart also includes consideration of physical source modifications to reduce noise output; however, regulations governing such abatement measures are generally beyond the control of local jurisdictions. Hence, the discussions which follow are generally oriented toward modified operation procedures which serve to minimize the noise emitted by the "traffic stream." Also considered are adjustments to the path of noise travel between source and receiver and finally, modifications at the receiver locations themselves to reduce noise exposure. It is essential in consideration of potential implementation measures that a cost tradeoff study accompany the engineering calculations in order that the most economical combination of measures can be incorporated.

B. Characteristics of Highway Traffic Noise Contributing to Annoyance

Highway traffic noise has been reported in many studies to be the most pervasive form of environmental noise. It has been shown in a recent study that the day/night average levels (L_{dn}) in urban residential areas which are not near airports or freeways are apparently controlled by motor vehicle traffic noise which, in turn, appears to be directly related to the local population density. These recent findings appear to bear out the premise that over a wide range of population densities and of total populations, the automobile and truck usage per capita is roughly constant, so that total motor vehicle usage is roughly proportional to the population density.

POTENTIAL APPLICATION AND IMPLEMENTATION OF NOISE ABATEMENT MEASURES TO MAJOR SOURCES OF ENVIRONMENTAL NOISE

The nature of the noise produced by highway traffic and hence, the annoyance, are functions of a number of key variables; namely, volume of vehicle flow, average speed, percentage of heavy trucks and highway grade.

Considering first the broad category of roads labeled freeways or major highways, one finds that noise from heavy traffic on such highways may generally be described as nearly continuous. That is, for the majority of the time, individual vehicles are not clearly discernible but rather simply contribute to the mean noise level. The energy average of this continuous traffic noise level increases with increasing vehicle speed by approximately 9 dB for each doubling of velocity (or 30 times the logarithm of the velocity ratio). This continuous noise level will also increase at a rate of 3 dB per doubling of vehicle density (10 times the logarithm of the vehicle density). Over and above this continuous noise, however, individual noisy vehicles create intrusions above the mean level. An increase in these intrusive events increases the standard deviation of the traffic noise and it is postulated that this variation in noise level (i.e., the standard deviation) correlated better with subjective annoyance than the mean energy-average noise level. This suggests that a reduction in automobile noise which is achieved without also reducing the intrusive noise events (i.e., heavy trucks, motorcycles, hot rods, etc.) would serve to reduce the mean energy noise levels, but would potentially increase annoyance by increasing the standard deviation of the traffic noise.

Additionally, the noise characterized by less densely flowing traffic on major and minor traffic arterial (non-freeway) becomes discontinuous as low flow densities occur. When this happens, the traffic noise becomes characterized by a series of discrete single events of varying magnitude and duration; hence, a lower mean energy level, but a higher standard deviation which may significantly contribute to annoyance. Under stop and go traffic conditions, due to their low gearing, truck influence is significantly increased as they must accelerate through gearing to attain speed and

hence the truck exhaust noise becomes a dominant factor. Automobiles, on the other hand, under normal driving conditions, do not produce excessive noise under acceleration. Thus, when the mean speed of automobiles is reduced through traffic signals or stop signs, their mean noise level will drop. It is therefore concluded that stop and go traffic conditions contribute to the variant nature of traffic noise, increase the standard deviation of the noise and hence, may increase the relative annoyance. Clearly, the noise abatement countermeasure implications of these concepts is that operational changes in traffic flow may offer some advantages for noise reduction.

C. , Mechanisms of Traffic Noise Generation

Thus far, only the general nature of the noise emitted by the traffic stream has been considered. However, to place in perspective the available countermeasures which may be applied to reduce the impact of highway vehicles, consideration must be given to the mechanisms of the noise generated by vehicles themselves. In so doing, the major noise producing components of the two major classifications of highway vehicles, automobiles (including light trucks--under 10,000 pounds GVW) and heavy trucks must be assessed. The noise produced by individual vehicles may be related to the following three major noise generating systems:

- Rolling stock; tires and gearing

- Propulsion system; engine and related accessories

- Aerodynamics and body

The engine exhaust of automobiles at low speeds and under severe acceleration becomes the dominating component. Secondary sources (although sometimes equally significant to the exhaust under full acceleration) include the induction system and cooling fan noise. Conventionally designed automobiles have enclosed engines and gearing so that the mechanical noise of these components is usually well below that of the other sources. Engine noise is usually more of a problem on imported and compact vehicles than for domestic automobiles due to lighter construction, engine placement, and smaller engines which require higher rpm's to achieve power. At higher vehicle speeds (35

miles per hour and above), tire noise becomes a significant source. At highway cruising speeds, current automobile tires produce noise levels in the range of 65 to 75 dBA at 50 feet. These are generally the controlling noise source for newer automobiles at high speed.

The noise output of heavy trucks is largely dominated by a low frequency exhaust at speeds up to approximately 40 miles per hour where the tire component begins to rapidly increase in significance. At higher speeds (55 to 60 mph), the tire component may contribute equally to the exhaust noise or may totally dominate, depending on the road surface characteristics, the tire tread design, number of tires, and the vehicle weight. Under low speed acceleration conditions, the exhaust component normally dominates; however, other sources may play an equally significant role. These sources include engine/mechanical noise, induction noise, and cooling fan noise.

The City of Imperial Beach has limited authority to directly affect these individual traffic noise sources; however, a number of positive actions may be undertaken to promote action at the State and Federal levels. Some suggested actions are outlined below:

1. Seek Federal and State assistance for future noise studies including quieter transportation systems, community plan surveys and monitoring.
2. Adopt noise criteria for use in the purchase of all City-owned motorized vehicles.
3. The State of California has, at present, a sliding scale for new vehicle noise reduction down to the level of 70 dBA by the year 1987 (Section 27160). The City should keep itself apprised of any changes to this by the State Legislature and, in general, lend support to noise related measures initiated by the State Environmental Quality Study Council.
4. Similarly, the City should follow actions by the EPA at the Federal level concerning upcoming car and truck noise emission regulations and lend support or criticisms as appropriate.
5. The City may itself wish to establish more comprehensive enforcement procedures to effect compliance with noise standards.

The following sections outline specific abatement measures oriented toward reducing the total noise created by the traffic stream.

D. Operational Traffic Noise Abatement Measures

The noise abatement proposals outlined below are oriented toward reduction of the cumulative noise emitted by the traffic stream through operational modifications as opposed to physical source modifications which are generally beyond the control of local jurisdictions.

1. Reduce allowable vehicle speeds on major highways. Care need be exercised such that the noisier vehicles do not become more evident as a result of lower mean levels.
2. Revise flow control methods on surface streets to maximize steady flow conditions. Thus, through maintenance of steady speed conditions, the mean level may increase slightly; however, the standard deviation of the traffic noise (influenced by stop and go braking and acceleration) will decline.
3. Reroute traffic -- either by type, i.e., restrict usage by heavy trucks or impose curfews for noisier vehicle types or physical relocation, i.e., place noisier vehicles on innermost traffic lanes to achieve increased path distance to observer and effective barrier shielding by other vehicles.
4. Restrict low density residential usage of buffer zone on either side of highways -- rezone to medium-high density residential usage or require "sound insulated design" of residential units in this buffer zone. This serves to increase the path distance to more noise "sensitive" land uses.

E. Traffic Noise Reduction at the Receiver -- Dwelling Modifications

This section summarizes some practical experience in the areas of modifying existing dwellings to achieve improved sound insulation. The basic considerations reported herein are based upon studies by Wyle Laboratories of actual dwelling improvements in the vicinity of a major airport. These modifications are therefore, oriented toward treatment of the total dwelling. For ground transportation noise sources or directional stationary sources, it may be possible to achieve desired interior noise levels through treatment only of facing walls. The soundproofing treatments and the relative effort involved in these modifications are summarized under the categories of minor, moderate, and major dwelling modifications.

F. Minor Dwelling Modifications

Moderate modifications would include all of those listed under "minor" plus major attention to the weaker housing components; namely, windows. The most effective window treatments consist of double glazing or sealed windows. In both cases, this usually necessitates air conditioning of the dwelling (if not already done) for the highest degree of effectiveness. This may not be necessary or desirable to the residents of Imperial Beach, due to the constant sea breezes. Additional attention is given to the attic by acoustical treatment of attic vents, increased sound absorption material (and hence better heat insulation) in the attic space, and when required, finishing of the crawl space areas with gypsum board. Such treatments will produce overall sound insulation on the order of 30 dB.

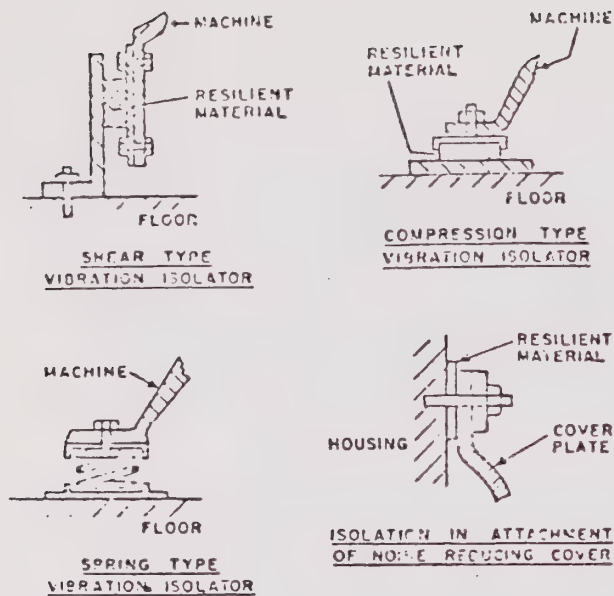
G. Major Dwelling Modifications

Major modifications consist of all items under "minor" and "moderate," plus some structural improvements of weak walls and roofs. These changes would include elimination or suitable modification of exposed beam roof/ceiling designs and a general "strengthening" of exterior walls. Sufficient exterior wall improvement may normally be attained by installation of an extra layer of gypsum board on the interior surfaces over sheets of sound deadening board or by securing it to resilient channels. Where possible, double-entry doors or vestibule entrances could be incorporated. In lieu of these, "acoustic" doors are required. Improvements in sound insulation available from these changes may yield noise reductions on the order of 40 dB.

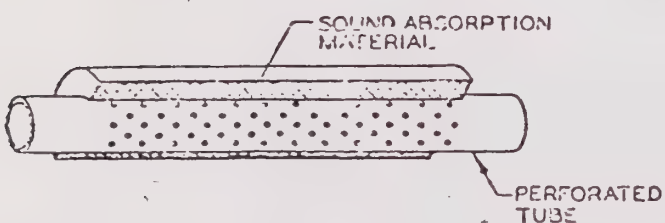
To achieve compatible land use through improved sound insulation in building structures, it will be necessary to amend the building code to achieve to objectives:

1. Incorporate adequate exterior to interior noise reduction in new construction to abate external noise.
2. Establish minimum requirements for internal noise reduction in multi-family dwellings, hotels, and motels to achieve desired acoustical privacy.

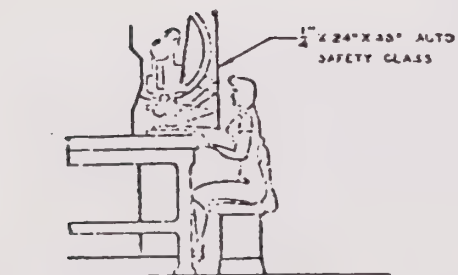
It is felt that both of these changes provide a legal basis for noise abatement which is of direct benefit to the public and is not costly to implement.



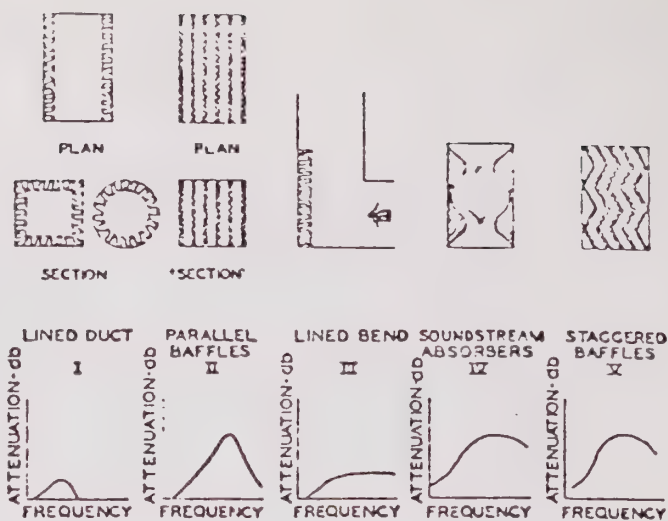
(a) Devices for Vibration Isolation



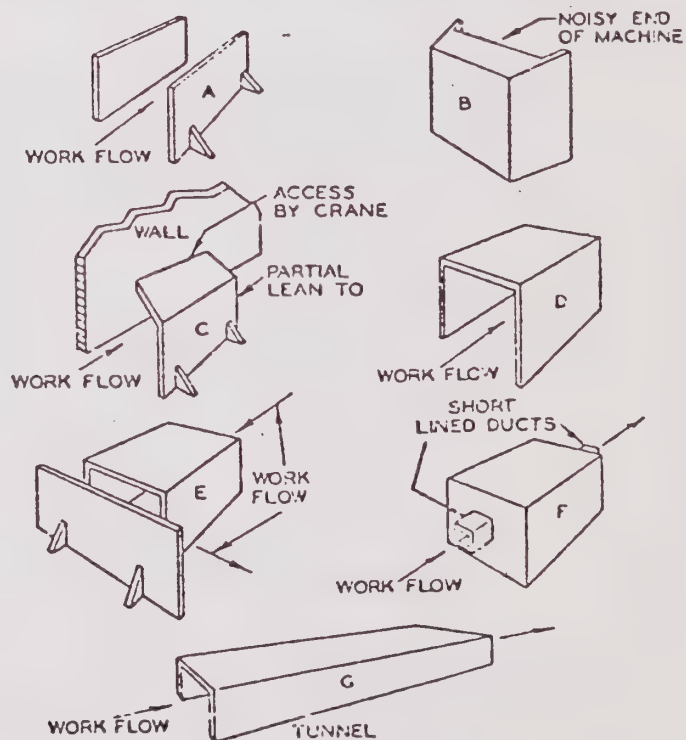
(c) Typical Dissipative Muffler



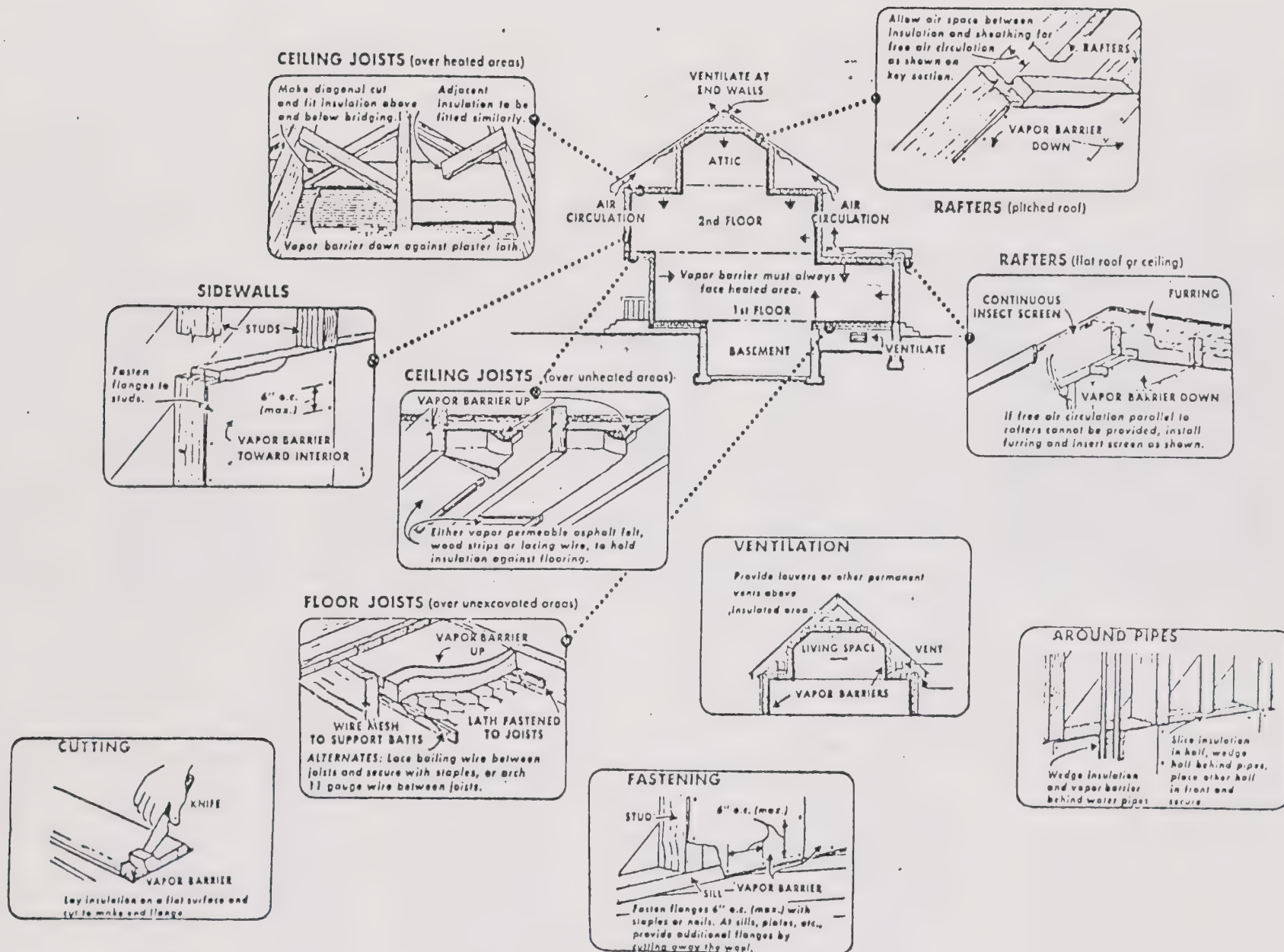
(e) Application of Noise Shield


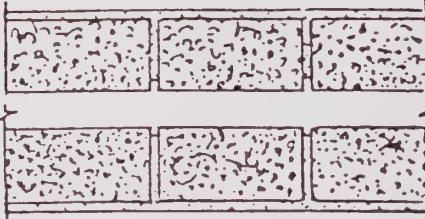

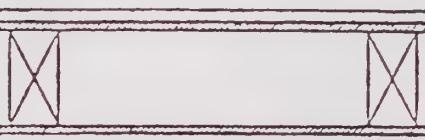

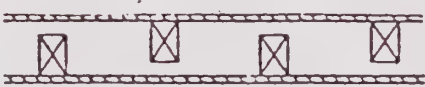
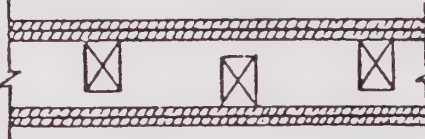




(b) Sound Absorption in Ducting



(d) Examples of partial Enclosures



DESCRIPTION	AREA WEIGHT #/FT ²	THICK- NESS INCHES	PICTORIAL	SOUND TRANSMISSION LOSS IN dB					
				125	250	500	1K	2K	4K
HOLLOW CONCRETE BLOCKS, MORTAR JOINTS STAGGERED: UNPAINTED	34	6		32	33	40	47	51	48
PAINTED	34	6		37	36	42	49	55	58
DOUBLE CLINKER BLOCK WALL: 2 IN. CAVITY, 4 IN. CLINKER BLOCKS, 1/2 IN. PLASTER ON EXPOSED SIDES	70	11		37	40	49	57	65	70
WOODEN STUD, GYPSUM WALLBOARD: 2 X 4 STUDS, 16 IN. ON CENTERS, 1/2 IN. WALL- BOARD ON BOTH SIDES	6	5		21	28	35	42	45	41
SAME EXCEPT LEAD SHEET LAMINATED TO ONE SIDE	9	5		34	37	43	52	56	61
WOODEN STUD, GYPSUM LATH AND PLASTER: 2X4 STUDS, 3/8 IN. LATH, AND 1/2 IN. PLASTER, BOTH SIDES	14	5 3/4		32	37	42	48	48	63
WOODEN STUD, FIBER- BOARD, PLASTER: 2 X 4 STUDS, 1/2 IN. FIBER- BOARD, 1/2 IN. PLASTER, BOTH SIDES	12.6	6		28	30	40	45	46	65
STAGGERED WOODEN STUDS, GYPSUM BOARD: 2X3 STUDS 8 IN. ON CENTERS, 1/2 IN. GYPSUM BOARD, BOTH SIDES	6.2	5		36	36	40	47	52	45
STAGGERED WOODEN STUDS. 2 LAYERS OF 5/8 IN. GYPSUM BOARD, BOTH SIDES	13.4	6 1/2		41	41	46	49	41	54
STAGGERED WOODEN STUDS. 2 X 4 STUDS, 8 IN. ON CENTERS, 1/2 IN. GYPSUM WALLBOARD, BOTH SIDES. 0.9 IN. WOOD- FIBER WOOL INSIDE WALL	13.8	5 3/4		39	40	42	48	55	51
SOLID GYPSUM CORE MOVABLE PARTITION: 1 IN. GYPSUM CORE, 5/8 IN. GYPSUM WALLBOARD, EACH SIDE	10.2	2 1/4		34	34	37	38	39	45

WALL CONSTRUCTIONS FOR SOUND ISOLATION

PUBLIC SAFETY ELEMENT

JUNE 1981

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PUBLIC SAFETY ELEMENT

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SECTION I: INTRODUCTION AND SUMMARY

A. Introduction

Recently the State of California adopted legislation that requires all local jurisdictions to prepare and adopt a Safety Element. The purpose is described as follows:

"A Safety Element for the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures and geologic hazard mapping in areas of known geologic hazard."

The effect of this legislation was to require local communities to be particularly cognizant of fire and geological hazards and to incorporate into their planning program means to reduce loss of life, injuries or damage resulting from these potential problems.

In addition to the state requirement to pay particular attention to fire and geological hazards, Imperial Beach has an additional potential hazard which should be considered as part of the Safety Element. Potential flood problems, especially related to the slough area, will be considered in this element.

Thus, the Safety Element for Imperial Beach includes:

- Fire Hazards
- Flood Hazards
- Geologic Hazards

Optimum utilization of the complete General Plan depends upon the understanding of the inter-relationship between the various Elements. Particularly

strong relationships exist between the Seismic Safety Element and the Public Safety Element. They have similar goals, overlapping policies and, in many cases, require a similar approach to reduce injury, loss of life and property damage.

The Conservation and Open Space Element is also closely related to the Public Safety Element as some open space policies and action programs deal with public safety issues either directly or indirectly. For example, the slough area is a flood plain as well as an environmentally sensitive area.

The Land Use Element is an important aid in achieving the goals of the Public Safety Element. This Element considers hazardous areas in classifying land uses and densities. Through restrictions on the development of potentially hazardous areas, the Land Use Element will supplement the policies and action programs of this Element.

Finally, the Hazards Component of the Local Coastal Plan has been incorporated in part in the Element since the subject matter and the policies are virtually identical in both cases. Those parts of the Hazards component which consider seismic safety are incorporated into the Seismic Safety Element. Therefore, for the purposes of the Local Coastal Plan, this Element should be considered as part of the Hazards Component.

B. Guidelines For Acceptable Risk

The state guidelines for the preparation of the Safety Element suggest that an "acceptable risk" level be established as part of the Element. Risk is the chance of damage or injury occurring over some period of time. The uncertainty associated with determining risk results in difficulties for planners. However, by identifying the risks associated with any proposed or existing project, program or structure and comparing the risks with those of alternatives, planning decisions can be made. If risk reduction measures are adopted, there will be a reduced amount of damage and casualties over a given period of time. Evaluation of risk can therefore provide a framework for decision making.

There are three basic types of risk to consider: the risk to human life and limb, the risk to property and the risk of societal disruption. These are distinct, although not totally independent considerations. Normally reducing one type of risk will reduce another type of risk as well.

Clearly, public agencies have a role in protecting the public from death or injury, and the reduction of this risk should have the highest priority. Property damage risk is the second highest priority while the risk of public disruption would have the lowest priority.

The State guidelines for preparation of the Safety Element defines acceptable level of risk as:

"The level of risk below which no specific action by the government is deemed to be necessary to protect life and property."

The following criteria should be considered in determining acceptable levels of risk for the hazards treated in the Public Safety Element:*

1. Voluntary vs. Involuntary Risk - Buildings and other land uses normally requiring occupancy or use on an involuntary basis should have a different level of risk than those used voluntarily. Many public and semi-public buildings and land use activities involve involuntary usage (e.g., hospitals, nursing and convalescent homes, mental institutions, playgrounds or schools). The level of acceptable risk for these involuntary occupancies should be very low, and the said structures should be built to the highest possible standards.

In contrast, private structures such as houses may have a higher level of acceptable risk because their occupancy is voluntary. Although the risk level can be somewhat higher, the level should be carefully considered due to public agency response costs resulting from emergencies occurring in voluntary buildings. Such buildings should, nevertheless, not be located in high risk areas such as flood plains.

*Source: The CPO Guidelines for Preparation of the Seismic Safety Element.

2. High Occupancy vs. Low Occupancy Risk - Buildings of high occupancy rates should have a different level of risk than buildings associated with low occupancy rates. Generally, a high occupancy building (e.g., large office building, auditorium, theater, church, large motel or a large shopping center) exposes more people to a given hazard than a low occupancy building (e.g., warehouse or a single-family dwelling). Therefore, high occupancy buildings and land uses should be required to have a lower risk exposure than those of low occupancy.
3. Cost of Reducing Risk - In general, a reasonable level of acceptable risk should be determined based partly on the cost of its achievement. Minimizing risk frequently results in higher costs. Therefore, determining the level of risk becomes a matter of balancing the costs involved with the lowest risk affordable. The level of acceptable risk generally represents the point at which the public is no longer willing to pay for further reduction of the risk.
4. Evaluating Existing Risks - The determination of acceptable risk is not only applicable to future planning decisions, but also to the evaluation of risks associated with existing buildings and land uses. High risks may be lowered to a level of acceptability by means of physical alteration. For instance, a structural hazard abatement program which would encourage the remodeling of fire hazardous buildings, relocate and/or demolishing existing structures, or change the use of some structures from high to low occupancy or involuntary to voluntary occupancy would reduce community-wide risk significantly.

C. Goals and Policies

A composite of city policies that set forth the objectives of the Public Safety Element are as follows:

Goal

The City shall insure the protection of life and property from fire, flood and geologic related hazards.

1. General Policy

The City should take the necessary action to develop and constantly update an adequate flood control program.

Specific Policies:

- a. Construction permits should not be granted in obvious areas of future flooding unless adequate flood protection measures are developed.
- b. Whenever possible, the minimum floor level for structures should be above the known or projected flood plain level.
- c. The City should adopt policies to prevent encroachment on existing water courses.

2. General Policy

Prior to development, detailed site specific studies should be performed to determine which land uses (if any) are appropriate for the site, and to determine what measures could be undertaken to reduce risks to life and property.

Specific Policies:

- a. Upon receipt of a development application, the City should require detailed site specific studies performed by experts if the development is located in a potentially hazardous area. If detailed expert studies show an area to indeed be hazardous, the hazardous areas should be left undeveloped and sufficient adjacent open space should be left as a buffer to protect the public health, safety and welfare.*
- b. Areas which are otherwise suitable for development yet surrounded by land determined to be potentially hazardous should be restricted from development due to the danger of a complete loss of ingress or egress routes in emergency situations.

3. General Policy

Full cooperation should be given in implementing the Corps of Engineers proposed shoreline protection plan. This plan proposes the construction of a 5000 foot submerged breakwater off the shore of one City.

4. Coastal Act Policies

Section 30253. New development shall:

- a. Minimize risks to life and property in areas of high geologic, flood and fire hazard.
- b. Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

*Detailed, site specific studies are not in the text of this Element due to the lack of detailed information and the necessarily generalized nature of the General Plan.

SECTION II: IDENTIFICATION OF POTENTIAL SAFETY HAZARDS

A. Fire Hazards

Fire hazards, including brushland and structure type, are a significant problem in San Diego County. Except for the slough area, where the vegetation is generally non-combustionable, Imperial Beach is almost completely urbanized. Therefore, the contents of this section will concern urban fire hazards.

1. *Hazards Setting*

Fire has long been recognized as an especially dangerous threat in urban areas. As population concentrations increase in built-up areas, the factors necessary for fire ignition increase, as do the chances of a fire spreading rapidly once it starts. The factors of population density and the resultant high material and energy concentrations in cities mean that the loss of life, injury and property damage from fire are greater in urban areas than in less densely settled rural areas.

2. *Single Family Residential Buildings*

Single-family detached houses form a major portion of the housing stock in Imperial Beach. Fires occur in private homes from a variety of causes, human carelessness being chief among them. More lives are lost in residential fires than in any other type of fire. Without adequate setbacks or other fire prevention techniques such as firewalls, residential fires can spread easily due to the frame construction of most single-family structures and the common usage of untreated wood shingles. While the general climate in Imperial Beach is relatively humid, fire can spread easily between single-family homes.

3. *Multi-Story Buildings*

Buildings over three stories pose difficult fire control problems. The large number of occupants and their dependence on internal support systems, such as water pressure systems, ventilation systems and elevator systems, increases the potential for disaster. Adequate response to high-rise fires requires improved internal extinguishing systems and special equipment, such as helicopters and aerial ladders. Imperial Beach currently has no buildings over three stories, but more intense urban development in future decades will likely cause the construction of buildings of four or more stories.

4. *Hospitals and Medical Facilities*

Imperial Beach has no full service hospital; however, several medical complexes are located in the area. These facilities present critical fire control problems. Damage to sophisticated medical equipment by fire threatens the lives of present and future patients. Those mentally or physically debilitated cannot react during crisis in a way that would ensure minimum safety standards. In times of emergency, ailments are aggravated by stress, and the medical staff is usually inadequate to provide enough aid and guidance.

5. *Indoor Public Assembly Facilities*

Public assembly facilities are defined as those in which large numbers of people congregate in generally unfamiliar surroundings. They include schools, theaters, churches, temples and a variety of recreational facilities. Gatherings of large numbers of people in these buildings create conditions conducive to mass panic in a crisis, which only worsens and increases casualties. Administering medical aid is made more difficult in these situations, as well.

6. *Industrial Fire Hazards*

Potentially hazardous industrial operations encountered in Imperial Beach include utility lines such as gas lines and overhead electrical power lines. While the normal construction of utility lines provides a good degree of safety, gas lines do break and power lines do come down causing fires.

Another aspect of industrial fire hazards involves the transportation of industrial-related, flammable materials on the major highways and free-ways of the area. Regulatory powers that govern the transportation of these materials are the responsibility of State and Federal agencies; however, local fire and police departments are called upon to safeguard public safety when hazardous situations develop.

7. *Municipal Pier Hazards*

Fishing and/or boat launching piers usually have problems of inadequate vehicular access which contributes to fire hazards. The Imperial Beach Municipal Pier is no exception. While the Pier, a main attraction for tourists and residents, has structures on its end, it is not wide enough to adequately accommodate a fire truck in case of emergency. The Pier does, however, have a three inch water main (250 GPM capacity) extending its entire length. The main is badly corroded, and needs replacement.

8. *Fire Protection Services*

The City of Imperial Beach Fire Department is located in a newly constructed facility in the Civic Center on Imperial Beach Boulevard. At present, there are thirteen full-time fire suppression personnel, two CETA trainees (this program is to be terminated September, 1979), a Fire Chief and an Assistant Fire Chief. The equipment consists of a 1500 gallons-per-minute (GPM) pumper backed up by a twenty-year old 1000 GPM pumper. The Fire Department also provides ambulance services

for the City. Operating in three shifts, at least four men are on duty at the fire station at all times. Average emergency response time from the station is three minutes for the urbanized portion of the City, and the Imperial Beach Naval Air Station lies within a five-minute run time of the fire station. Borderfield State Park; however, is not directly accessible to fire-fighting apparatus. If additional help is required, the department has back-up help from three areas: (1) a recall system is used whereby off-duty firemen are contacted via a pager; (2) a small voluntary fire suppression unit comprised of civilians, also contacted by a pager; and (3) a mutual aid agreement with neighboring fire departments.

9. *Adequacy of Fire Protection*

There are several nationwide organizations which rate communities and areas for fire insurance purposes. These organizations set fire insurance rates according to the quality of fire protection and the fire resistant characteristics of buildings. Each city or community is also evaluated according to the adequacy of water supply, fire alarm systems, fire prevention activities, structural conditions, the fire department and the building department. The rating system utilized for Imperial Beach is the "Grading Schedule for Municipal Fire Protection", provided by the Insurance Services Office. Imperial Beach is rated as Class 6 on a scale of one to ten, with one being the best and ten the worst. Insurance Service Office standards indicate a desirable personnel to population ratio of 1.5 firemen to 1000 inhabitants, which for Imperial Beach works out to be thirty-three firemen. At present, the City has seventeen permanent fire fighting personnel, or a ratio of .7 -- far below the ISO standards. There are no extra personnel to fill in for vacation time and sick leave; thus, off-duty firemen must be recalled to fill in the vacancies.

Of equal concern is the apparent inadequacy of the fire fighting vehicles. The twenty-year old 1000 GPM pumper barely meets set standards and main-

tenance costs increase yearly. Limitations of both vehicles prohibit the departments from handling a fire in a structure over thirty-five feet in height. The City codes allow building heights up to sixty feet in some areas (R-4 zone), and configurations of some multi-dwelling units sometimes require additional height of fire fighting apparatus.

10. *Adequacy of the Water System*

Generally, adequate water supplies for fire suppression exists throughout the City of Imperial Beach. Water is a critical element in fire protection. Of all the factors considered by fire insurance underwriters, water supplies is the most heavily weighed.

11. *Findings Related to Fire Hazards, Fire Prevention and Safety**

Fire prevention measures are usually undertaken for the safety of residents and property, as well as to reduce insurance premiums.

- a) One of the most important regulatory codes from the standpoint of fire safety, is the building code. The uniform codes are intended to serve only as minimum standards. Thus, it is important that the latest versions of these minimum standards be adopted and enforced by the Fire and Building Departments. The Fire Prevention and Building Codes need to be continually reviewed for possible improvement and adjustment to meet unique local conditions.
- b) The zoning ordinance should help prevent the construction of unsuitable or hazardous structures. It should segregate industrial, commercial and residential uses, and provide for the isolation of land uses which may create an excessive fire exposure to other properties. It should limit the height and bulk of buildings, specify setbacks and distances between buildings, and regulate the percentage of a lot which may be covered by buildings.

*Source: Public Safety Element - County of San Diego General Plan.

Subdivision regulations are used to reduce the risk of fire as they govern the process of dividing land into building sites. Subdivision regulations are a means of securing water systems of adequate size and pressure for fire-fighting and adequate roadway widths for emergency service vehicle access.

- c) Weeds are a fire hazard. Weed abatement ordinances, strictly enforced, can eliminate this potential hazard.
- d) Certain structures can be classified as "fire hazardous" and should be considered as public nuisances. Fire hazardous buildings are those which, upon ignition, permit the rapid spread of fire. They are generally characterized by substandard electrical wiring, open stairwells and obsolete heating facilities. When combined with human carelessness or maliciousness, these deteriorated conditions offer a potential for disaster.

Comprehensive programs should be established as manpower and funding permits to identify and abate all fire hazardous buildings in Imperial Beach. At this point, insufficient data exists to identify and map such buildings for the purposes of this Element.

Fire hazardous buildings are a threat, not only to their occupants, but also to surrounding structures, and to fire fighters who risk their lives by fighting fires which need not have occurred. Local government has a responsibility to minimize these fire hazardous conditions.

The ramifications of lessening or eliminating the potential threat of fire hazardous buildings are considerable. The issues which must be considered involve equitable treatment of building owners, relocation of existing occupants, the occupant's safety and welfare, minimization of adverse effects on the business community and maintenance of an adequate community tax base.

Persons on whose property a structural fire starts as a result of an identified and uncorrected fire hazard cannot be found criminally liable. According to common law, a person can be liable for damages to his neighbor's property from a structural fire which spreads from his own premises when such a fire is a result of negligence. However, the State Penal Code does not allow a legally liable property owner to be charged with criminal liability. The seriousness of fires requires that State legislation be considered to make such action a crime. Foreseeably, this would promote the type of discipline which is essential to the prevention of fires. Several cities have adopted ordinances which make a property owner liable to the City for the cost of the fire department's fire suppression efforts when such a fire occurs due to an uncorrected fire hazard which was ordered corrected.

Property tax laws also act as a negative incentive in the improvement of structures from a fire prevention standpoint. Improvements made to structures increase their value and; likewise, the assessment of the structure. This can be considered a negative incentive for fire prevention when property owners consider adding major improvements such as an automatic sprinkler system.

B. Flood Hazards

Flood hazards in Imperial Beach can be categorized into three types:

1) Local flooding or the accumulation of surface run off due to inadequate drainage during heavy and prolonged precipitation; 2) inundation of designated flood plain areas during intense storms, and; 3) floods that may occur during the unlikely event that dams located upstream fail.

1. *Local Flooding*

Surface run-off, a condition intensified by development as a result of soil compaction and paving is presently handled by the street

system and a small storm drain system. The local system is, for the most part, adequate.

2. *Flood Plain Inundation*

The Tiajuana River Valley is subject to floods of great magnitude since it is the drainage way for the largest of the watershed basins in San Diego County. This drainage basin covers 1,700 square miles, only 27% of which lies within the United States.

The river crosses the border at a point five miles inland from the Pacific Ocean and flows through the fertile Tiajuana River Valley. This valley area is predominantly agricultural open space. At the point where the river approaches the Imperial Beach City limits, it turns into an estuary.

The largest recorded flood on the Tiajuana River occurred in 1916. Seven other major floods occurred along the river in 1884, 1889, 1895, 1906, 1921, 1927 and 1937. Since 1936, the present 1,500 cubic feet per second capacity of the Tiajuana River channel was exceeded eleven times. The largest of these latter floods occurred in 1944, with an estimated flow of 13,800 cubic feet per second. While the construction of dams upriver will continue to reduce the incidence of downstream flooding along the river, incidences of flows in excess of 1,500 cubic feet per second can still be expected.

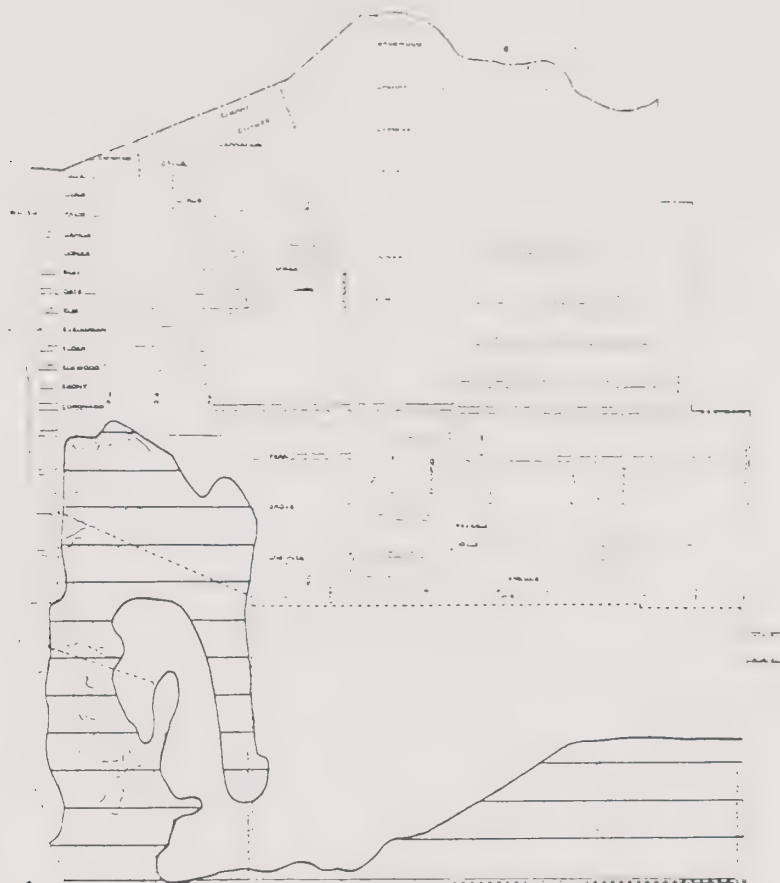


EXHIBIT 1

CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



100 YEAR FLOOD PLAIN



IMPERIAL BEACH, CALIFORNIA

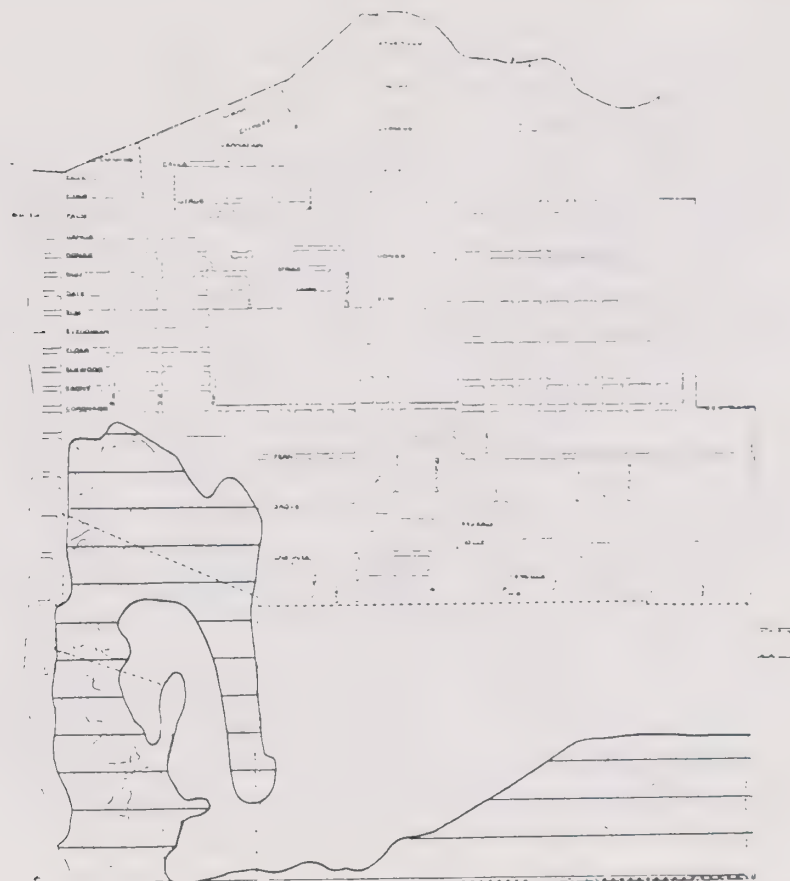
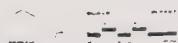


EXHIBIT 1

CITY OF IMPERIAL BEACH:
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



100-YEAR FLOOD PLAIN



3. *Flood Insurance Program*

In 1969, Federal legislation was passed to extend coverage available under the National Flood Insurance Act to small business properties, add insurance against damage from mudslides and to clarify application procedures (homeowners were already eligible for insurance coverage). This program is under the administration of the Department of Housing and Urban Development; and basically provides for creation of the National Flood Insurers Association, a pool of private companies offering insurance to homeowners and small businesses at premium rates subsidized by the federal government. In order to qualify for the insurance, the governing body of the local government must declare a positive interest in securing coverage under the program and give satisfactory assurances that certain land use and building regulations consistent with the criteria of the Department of Housing and Urban Development have been adopted.

Most important of these assurances, is the regulation of development within the 100-year flood plain. For all intents and purposes, if a community is to benefit from the provision of the National Flood Insurance Act, all residential, and most business structures, must be prohibited in areas identified as being within an area subject to inundation during a storm which has the statistical likelihood of occurring at least once every 100 years (the 100-year flood plain). Since the passage of the National Flood Insurance Act, the 100-year flood has become the standard for evaluating established maximum flood risk. Portions of the City of Imperial Beach have been designated as being in the 100-year flood plain by the Federal Department of Housing and Urban Development (HUD) (See Exhibit 1).

The Flood Insurance Program is highly subsidized and seeks to assure flood plain management as well as to obtain adequate premiums for flood insurance. However, flood insurance for both private and public buildings

constructed within identified flood plains after the effective date of the Flood Insurance Rate Map, are subject to actuarial rather than subsidized premium rates. Such rates can be prohibitively expensive unless the buildings are properly elevated or flood proofed to lessen flood damage. Therefore, even if a community was not expelled from the Program for nonenforcement of required flood plain management regulations and Federal assistance was not cut off, the high cost of flood insurance for non-flood proofed structures might preclude future development.

Most of the identified 100-year flood plains encompass the estuary. This area has been designated as open space, due in part to its location in a flood plain, and in part to the natural habitat of the area.

Finally, public school (Bayview Elementary) is located in an area designated as a flood hazard zone. Extra precaution, in the form of adequate drainage facilities, should be taken to protect this public facility from potential damage.

C. Geologic Hazards

1. *Earthquake Shaking*

Depending on the location and geologic foundation of a given area and the magnitude of the maximum probable earthquake assigned to certain active faults, ground shaking could vary greatly. In the absence of potential problems, such as liquefaction, lateral spreading or differential settlement, it is recognized that current additions of the Uniform Building Code generally provide a satisfactory basis for the design of most structures.

2. *Liquefaction, Lateral Spreading and Differential Settlement*

Due to the structure of the soils and the high water table within the City limits, liquefaction poses the biggest threat of serious damage

in the event of moderate or major seismic activity. A ground stability analysis, including detailed field and laboratory testing should be required prior to the approval of a building permit for development within areas designated as having moderate and high liquefaction potential (especially areas close to water bodies; i.e., the bay, the slough and the ocean). Such analysis should also be required in the event that shallow groundwater (20 feet or less) is encountered in areas underlain by alluvium or terrace deposits.

3. *Fault Displacement*

No known faults are located within Imperial Beach. The closest known fault is the La Nacion fault, which runs in a north/south direction, about two miles east of the City. Ground rupture due to faulting is therefore not anticipated in Imperial Beach. In the unlikely event that an active fault is determined to exist in Imperial Beach, no portion of any habitable structure should be built across the fault and the area fifty feet on either side of the fault should be assumed to contain active branches of the fault until proven otherwise.

4. *Groundwater Problems*

Because of the moderate to high water table located through most areas of Imperial Beach, potential ground failures (liquefaction, etc.) is highly possible in the event of a moderate to major earthquake.

5. *Expansive Soils*

The problems caused by expansive soils, which are prevalent in Imperial Beach, can be mitigated by proper engineering and design techniques.

6. *Landslides*

Landslides are not a problem in Imperial Beach, except in the bluff areas to the south. At the time of new development, or recycling of land uses, any buildings should remain at least 50 feet from the top of the cliff, unless a competent geologist certifies that development any closer will not result in risk to the building in case of landslide, or in cliff buttressing which violates State Coastal Act policies.

7. *Erosion*

Beach erosion has been a problem in Imperial Beach for many years. Alternative plans for the construction of a 5000 foot submerged breakwater have been proposed by the Army Corp of Engineers and adopted by the City Council. The plans have not been implemented due to inadequate funding.

8. *Tsunamis and Seiches*

It is not possible to predict the likelihood or magnitude of a major tsunami. Observable tsunamis are usually caused by earthquakes with magnitudes of 7.5 or greater. There are active faults located on the other side of the Pacific (Tonga and Mindanao regions) capable of producing earthquakes of this magnitude and are oriented as such that a tsunami generated could strike San Diego. There is, however, evidence that a local fault located along San Clemente Island may be able to produce an earthquake of 7.7 magnitude.

Seiches do not pose a potential serious threat to the City of Imperial Beach, given research conducted as part of the San Diego County Seismic Safety Element.

SECTION III: PUBLIC SAFETY POLICIES AND IMPLEMENTATION RECOMMENDATIONS

A. Policy Recommendations

1. Review and evaluate proposed land uses in extreme and high fire hazard areas as to their vulnerability to fire and their potential as ignition sources.
2. Prohibit the use of untreated shake or shingle roofs in areas of high and extreme fire hazard.
3. Continue to support programs to reduce highly combustible vegetation in areas of extreme to high fire risk. Such programs may take a variety of forms, but usually include weed and brush removal or control, and the use of fire retardant plantings.
4. Initiate educational programs in lower grades using displays and demonstrations that would expose younger children to the nature and danger of fire. Such programs would tend to replace their natural curiosity with a sense of respect.
5. Support or sponsor exhibits and presentations in secondary schools which demonstrate the more involved aspects of fire dynamics; i.e., major contributing factors to fire hazard and the relationship of fire to the natural ecology. Encourage parental cooperation and assistance in overall fire education programs.
6. The City should develop a public information program to familiarize the citizens of the region with the Public Safety Element. School Districts and agencies which deal with the aged, handicapped and susceptible industries should be encouraged to develop educational programs relative to public safety awareness.

7. Improve power and gas line inspections and new installations through a coordinated effort between San Diego Gas and Electric Company, the City Fire Department and the County Fire Department (as a technical support).
8. Encourage and support continuing "mutual assistance" agreements between the fire departments of neighboring cities, the San Diego County Fire Department and State and Federal fire control agencies.
9. Review and evaluate proposed land uses in areas of flood inundation hazard.
10. Improve Civil Defense capabilities in areas subject to potential dam inundation in order to shorten times required for emergency evacuation and mobilization efforts.
11. Actively support efforts to inspect dams and evaluate dam safety requirements.
12. Investigate siting of future critical facilities, such as hospitals, schools and nursing homes, in only those areas beyond the sixty-minute line that signifies the time between dam failure and inundation.
13. Community programs that train volunteers to assist police, fire and civil defense personnel in how to perform effectively after natural disaster should be supported.
14. The City Planning Department should maintain a well organized collection of information on all public matters pertinent to public safety and seismic safety hazards within Imperial Beach, and it should actively seek out and collect all such information. Geologic and structural hazard information relating to private development should be readily available. The City should establish a procedure for informing residents, businesses, property owners and prospective property owners of public safety hazards.

B. Implementation

Education

1. Present Public Safety Element findings using slide presentations and workshop meetings to schools, agencies related to aged, handicapped, susceptible industries and other interested groups.
2. Establish appropriate media for reaching different segments of the community and conduct presentations of this Element.
3. Present this Element's findings to appropriate civic groups.
4. Make available to builders and realtors the findings of the Public Safety Element.
5. Encourage State, Federal and other governmental agencies to intensify research on flood and inundation hazards.

General Plan

1. Relate the findings of the Public Safety Element to the Open Space, Land Use, Circulation, Housing and Scenic Highways Elements.
2. Public utilities and affected municipal agencies should review the Public Safety Element for determination of its impact on gas, electrical and communications transmission and storage facilities, water tanks and other major public or private utilities.
3. Designate areas which have been identified in the Seismic Safety and Public Safety Elements as having high geologic, fire or flooding risks, as either open space or as in need of special development standards.

Regulatory

1. Designate potentially hazardous areas as low density or open space zones (e.g., agricultural zoning, recreational zoning).
2. Designate potentially hazardous areas in a special hazard zoning classification with special review procedures and site design requirements (e.g., a seismic or geologic hazard overlay zone requiring special geologic reports and setback from identified hazards).
3. Enact an ordinance which requires the evaluation and abatement of structural hazards (e.g., a parapet ordinance or a hazardous building ordinance requiring repair, reconstruction or demolition of hazardous structures following structural evaluation).
4. Adopt the latest Uniform Building Code provisions regarding lateral forces (Chapter 23) and grading (Chapter 70).
5. Review development applications for consistency with the Seismic Safety Element.
6. Revise the zoning ordinance to require fire retardant roofing materials in areas of high and extreme fire risk.

Emergency Services Program

1. Implement the emergency service requirements of the Public Safety Element in a declared disaster and coordinate activities of police, fire, civil defense and volunteer activities.
2. Prepare a public safety disaster information release program for use in emergencies.
3. Restructure emergency services programs to include plans to deal with inundation in the event of dam failures.

4. Because of its location and low elevation, the City of Imperial Beach is susceptible to damage from tsunamis. The forces involved are so great that the only positive means of protection is to avoid areas subject to tsunamis. Since much of this area has been developed, it is recommended that the City continue its current communication link with the seismic sea-wave warning system administered by the National Oceanic and Atmospheric Administration. Warning times vary with distances from the source, but periods of several hours usually are available to evacuate populations to safe areas.

Development Review

Since the Imperial Beach engineering, building and safety and planning staffs are limited, heavy reliance should be placed on private developers to provide the necessary site specific data required to determine consistency with the policies of this Element. This can be easily accomplished through the environmental assessment process. The City should also explore cooperative technical assistance arrangements with the City of San Diego and San Diego County to provide the technical resources needed to adequately implement this Element. Such technical assistance agreements are common throughout the state, quite often with the cities and counties pooling their resources to hire such a geologist which none alone could justify or afford.

C. Emergency Operations Plan

Imperial Beach and San Diego County actively participate in a program of disaster preparedness and relief for those extraordinary emergency operations of both governmental and non-governmental groups. Imperial Beach should continue to maintain an Emergency Operations Plan (EOP) which is compatible with, and complimentary to, that of the County.

The Unified San Diego County Office of Disaster Preparedness has prepared a number of documents, including an Emergency Plan for Imperial Beach and a General Dam Evacuation Plan for San Diego County. Copies of these documents have been submitted to the City.

The Emergency Operations Plan should:

1. Provide a basis for the conduct and coordination of operations and the management of critical resources during emergencies;
2. Establish a mutual understanding of the authority, responsibilities, functions and operations of civil government during emergencies;
3. Provide a basis for incorporating into the City emergency organization non-governmental agencies and organizations having resources necessary to meet foreseeable emergency requirements.

SEISMIC SAFETY ELEMENT

JUNE 1981

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SEISMIC SAFETY ELEMENT

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SECTION I: INTRODUCTION

A. Introduction

Virtually any land bordering the Pacific Ocean is subject to those effects of the movements of the earth's crust known as earthquakes. Even though Southern California is known for its earthquakes, actual losses to life and property have been small. In fact, these losses have been much less than other areas of the world which routinely suffer from tornadoes, epidemics, hurricanes or earthquakes. It is generally agreed, however, that the potential for severe earthquake damage does exist, and that local authorities should provide some measure of security against that potential. The purpose of this Element is, therefore, to set forth policies and programs which will help protect life and property from preventable damage due to seismic activity.

As a result of legislation recommended by the Joint Committee on Seismic Safety of the California Legislature and enacted in 1971, a seismic safety element is required as a part of general plans of general law cities, counties and charter cities. Section 65302(f) of the Government Code,¹ relating to general plans, requires:

A seismic safety element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to the effects of seismically induced waves such as tsunamis and seiches.

The seismic safety element shall also include an appraisal of mud slides, land slides and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves.

¹State of California, Government Code Section 65302(f).

The effect of this legislation is to require cities and counties to take seismic hazards into account in their planning programs. All seismic hazards need to be considered, even though only ground and water effects are given as specific examples. The basic objective of this legislation is to reduce loss of life, injuries, damage to property and economic and social dislocations due to seismic activity.

B. Seismic Safety Element

As outlined in the Council on Intergovernmental Relations' "Guidelines for Local General Plans, State of California", dated September 10, 1973, the major components of a seismic safety element may include:

1. A general policy statement regarding seismic hazards.
2. The identification, delineation and evaluation of natural seismic hazards.
3. The consideration of existing structural hazards.
4. An evaluation of disaster planning programs.
5. The determination of specific land use standards related to the level of hazard and risk.

Given the state guidelines for preparing a General Plan, the basic intent of a Seismic Safety Element is to plan and prepare for future natural disasters based upon what is known today, rather than waiting until all that can be known is known.

C. Local Coastal Plan Hazards Component

This Element is also intended to serve as part of the Hazards Component of the Imperial Beach Local Coastal Plan as it relates to seismic activity. The Public Safety Element serves as the other part of the Hazards Component. The two documents were combined because most of the City of Imperial Beach lies within the coastal area, and since the seismic issues raised in both the General Plan program and the Local Coastal Program are virtually identical. This will insure, also, that all policies in regard to seismic safety are consistent.

In general, the Coastal Act Policies require that geologic, flood, fire, landslide and cliff erosion hazards in coastal areas be taken into account in planning. Any future development should be designed to avoid such risks without destroying natural land forms in coastal areas.

D. Summary of Findings

Earthquake Shaking

Depending on the location and geologic foundation of a given area, and the magnitude of the maximum probable earthquake assigned to certain active faults, the ground acceleration could vary greatly. In the absence of potential problems, such as liquefaction, lateral spreading or differential compaction, it is expected that the revised edition of the Uniform Building Code generally provides a satisfactory basis for the design of most structures.

Liquefaction, Lateral Spreading and Differential Compaction

Due to the structure of the soils and the high water table within the City limits, liquefaction poses the biggest threat of serious damage in the event of moderate or major seismic activity. A ground stability analysis, including detailed field and laboratory testing should be required prior to the approval of a building permit for development within areas designated as having moderate and high liquefaction potential (especially areas close to water bodies; i.e., the bay, the slough and

the ocean). Such analysis should also be required in the event that shallow groundwater (20 feet or less) is encountered in other areas underlain by alluvium or terrace deposits.

Fault Displacement

No known faults are located within Imperial Beach city boundaries. The closest known fault is the La Nacion fault, which runs in a north/south direction about 2 miles east of the city. Ground rupture due to faulting is therefore not anticipated in the Imperial Beach area. In the unlikely event that an active fault is determined to exist in the Imperial Beach area, no portion of any habitable structure should be built across the fault and the area 50 feet on either side of the fault should be assumed to contain active branches of the fault until proven otherwise.

Groundwater Problems

Because of the moderate to high water table located through most areas of Imperial Beach, potential ground failures is highly possible in the event of a moderate to major earthquake.

Expansive Soils

The problems caused by expansive soils, which are prevalent in Imperial Beach, can be mitigated by proper engineering and design techniques.

Landslides

Landslides are not a problem in Imperial Beach except in the southern portion of Borderfield State Park.

Erosion

Beach erosion has been a problem in Imperial Beach for many years. Plans for the construction of a 5000 foot submerged breakwater have been drafted by the Army Corp of Engineers and adopted by the City Council. The project awaits the availability of adequate funding.

Tsunamis and Seiches

It is not possible to predict the likelihood or magnitude of a major tsunami. Observable tsunamis are usually caused by earthquakes with magnitudes of 7.5 or greater. There are active faults located on the other side of the Pacific (Tonga and Mindanao regions) capable of producing earthquakes of this magnitude and are oriented as such that a tsunami generated could strike San Diego. There is evidence that a local fault (located along San Clemente Island) may be able to produce a quake of 7.7 magnitude.

Seiches do not pose a potentially serious threat to the City of Imperial Beach.

SECTION II: BACKGROUND - THE NATURE OF EARTHQUAKES

A. Origin of Earthquakes

California is broken into a series of crustal blocks each separated by faults -- great fractures which form lines of weakness in the masses of rock at the earth's surface. Due to pressures that build up below the earth's surface, these blocks are elevated, tilted, folded and depressed along the fault lines. Each time two of these blocks suddenly shift past one another along a fault, California has an earthquake.

Fault movement is the result of the slow build-up and sudden release of strain within masses of rock. Surveys of the San Andreas Fault, for example, have shown that areas west of the fault are gradually drifting past the areas east of the fault at a rate of about two inches a year, or 15 to 20 feet over a century. This very slow movement constantly exerts strain on the masses of rock on either side of the fault, and results in cracks which can be seen as small cracks in a road bed hundreds of miles long as with the San Andreas Fault.

In opposition to the steady build-up of strain is the basic elastic strength of the rocks along the fault. The rocks may become deformed and their positions distorted, but they tend to hold their basic positions and the fault remains fastened together by friction, much as two hands pressed tightly together, yet being pushed past one another.

Eventually, the strain build-up becomes so great that it overcomes the elastic strength of the rocks. Then the earth moves, and masses of rock on opposite sides of the fault scrape past each other. The jarring movement of the rocks past each other create shock waves which are felt as earthquakes.

Usually, the resistance of rocks along a fault is relatively small, and the earth moves after only a slight build-up of elastic strain. The adjustments therefore, are small, and the resultant earthquakes are minor. But when the strength of the rocks is very great, or if the fault is held tightly together, then pressures may build up for a hundred years or more and assume massive proportions. As the stress finally becomes great enough to overcome the tight bond, the pressure is released like the uncoiling of a large spring, and the action of the rocks sliding past each other creates a major earthquake. The earthquakes of 1857, in Southern California; 1872, in the Owens Valley; and 1906, along the Northern California section of the San Andreas Fault were of such massive proportions.

B. Mechanics of an Earthquake

The movement of rocks within the earth is the starting point of an earthquake. As the rocks collide past each other, shock waves are generated that spread out in all directions, as waves spread out from a pebble thrown into a pond of water. The shock waves are generally composed of three types:

A "P" wave or sound wave. It travels about $3\frac{1}{2}$ miles a second and is the first to reach the surface. It is a longitudinal wave that creates a "push-pull" effect on the rock particles as it passes.

An "S", or shear wave, travels about 2 miles a second near the surface and causes the earth to move in right angles to the direction of the wave. This action can be compared to the action created by snapping a rope like a whip. The waves move the length of the rope, but the actual motion is at right angles.

An "L", or long wave, is a very slow surface wave that is usually distinguishable only at great distances. These long-period waves cause swaying of tall buildings and slight wave motion in bodies of water at great distances from the earthquake center.

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The different waves show up as different patterns on a seismograph, but to the average person they mean only that the shocks created by a fault movement arrive at the surface at different times, so the result may be a period of motion that is greater than the actual duration of the fault movement. Many of the reports about "two separate shocks, a second apart" are really observations of the different arrival times of "P" and "S" waves. Twenty miles from the center of the earthquake the time lag will be about four seconds, and at a distance of 50 miles there will be an even more significant 10-second lapse.

Added to the complexities of earthquake motion are the unknown nature of the fault movement and the paths of the shock waves. There may be two or more fault movements, in quick succession, each with its own "P" and "S" waves that quickly become intermixed. The waves immediately begin to be reflected as they encounter obstacles in the earth, and the motion felt some distance from the source may consist, not only of primary waves, but also of reflected and refracted shocks that may reinforce or cancel one another.

C. Surface Movement Due to Earthquakes

Near the earth's surface there are two general types of disturbances that occur during an earthquake. The first is the actual rupturing of the ground that is an outcome of the basic shift in the earth's crust. Evidence of surface movement includes long narrow ruptures, a series of parallel breaks, or pressure ridges that are "torn" in the earth. Low, steep scarps or cliffs often are formed by vertical shifts.

Primary surface displacements occur only along the fault line where the earthquake originated and should not be confused with cracks in highways and loose fill that show up miles away from the fault after a relatively strong earthquake. These are usually the result of earth slumps and land-sliding rather than the tearing action of a fault movement.

The second general type of disturbance caused by an earthquake is the wide-spread changes in the surface caused by the shock waves. The area affected by the spreading shock is impossible to define, but it is not uncommon for cities 20 miles from the fault to be "hard hit" and for minor damage to occur in large buildings 80 to 100 miles away. The initial size of the earth movement, the geologic structure of the earth, and the quality of building construction are key factors in felt earthquake intensities and resultant damages; particularly at greater distances from the origin point of an earthquake.

The most common and wide-spread phenomenon induced by shock waves from an earthquake is ground shaking. Ground shaking is the oscillation or vibration of earth materials as a result of an earthquake and is also usually (but not always) the greatest cause of damage. Structures of all types, including engineered structures and public utility facilities, have suffered severe damage or collapse from an earthquake's shaking force. The extent of the damage depends more on the strength of the building or structure and on the nature of the ground beneath it than it does on the strength of the shock waves.

Buildings suffer during an earthquake primarily because horizontal forces are exerted against structural designs that often are meant to contend with only vertical forces. A further complicating factor is the uneven resistance of different parts of a structure -- a slab floor, for example, can absorb much more shock force than an undivided large pane of glass. When the give-and-take of any structural element is unbalanced, the rigid weaker elements are fractured or torn loose.

There are five principal elements that influence damage to man-made structures:

1. *Strength of the earthquake waves reaching the surface.* A relatively weak fault movement near the earth's surface, or a major shift far

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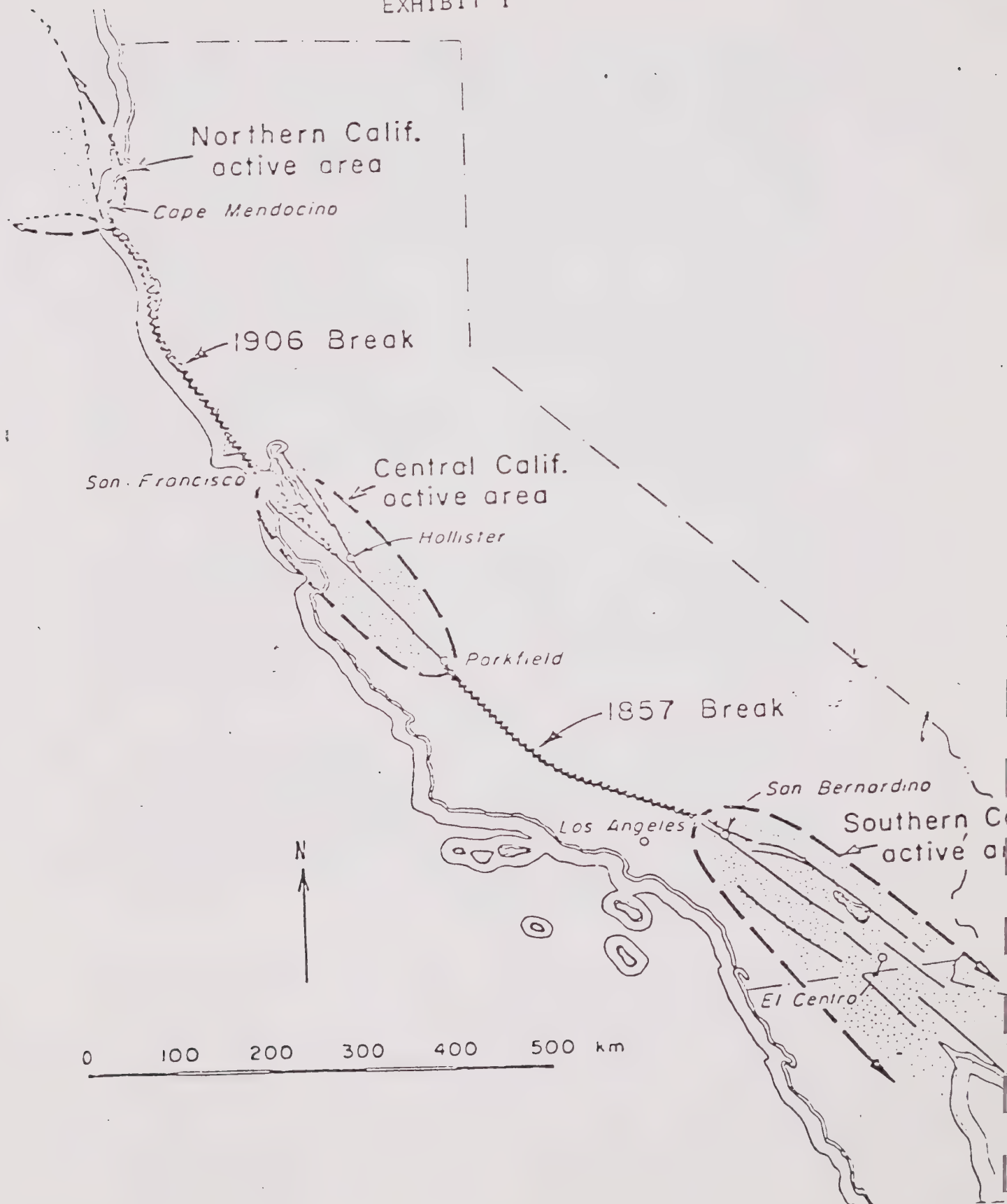
underground, usually cannot generate the initial strength required to overcome the natural built-in strength of even the weakest structures. But an earthquake with Richter magnitude of 4.5 or greater originating from a depth of some 10 miles (as with most California earthquakes) usually results in intensities which include substantial building damage.

In regard to the intensity of earthquakes, two scales are in common use. The Richter scale calculates the magnitude of an earthquake by measuring the amplitude of the lines in a seismograph at the time of an earthquake. In this way, all earthquakes can be compared on a relatively consistent basis. The other commonly used means of measuring the effects of an earthquake is the Modified Mercalli Intensity Scale. This scale classifies earthquakes by what is felt on the ground and what damage is caused. For instance, a Modified Mercalli Intensity Scale earthquake of V causes trees and plants to shake, plates to crack and books to fall from shelves. Most earthquake information is reported on the Richter scale.

2. *Length of the earthquake motion.* Very rarely will an earthquake shock be felt as a single pulse; it is usually a fluctuating series of tremors that last from 10 seconds to a minute. It is the cumulative effect of this motion that works on structural walls and is the usual cause of collapse.
3. *Proximity to the fault.* This is important only as a general concept. Obviously, a house some five miles from a fault that causes an earthquake is in more danger than a house 100 miles away. But distance is not necessarily a direct relationship. Unless the structure were located directly on top of a fault, proximity (within 10 or 20 miles) is much less important than the quality of the construction and the geologic foundation beneath the structure.

4. *Geologic foundation.* Earthquake studies have almost invariably shown that the intensity of a shock is directly related to the type of ground supporting the structure. Structures built on solid rock near the epicenter of an earthquake frequently fare better than more distant buildings on soft ground. Fill and "made" land, especially when water soaked, is known to transmit much greater intensity of motion than rock outcroppings located near the epicenter. Loose, water-charged natural ground is also dangerous and may result in a complete loss of strength, causing foundation soils to liquify (soil liquefaction). Even worse than building on soft ground is locating a structure partly on rock or hard ground and partly on soft ground. Differential settlement (a term used to describe such phenomenon) can impose such a tremendous strain on the structure as to prove disastrous during an earthquake.
5. *Building design.* Architects and engineers for years have declared that any building can be designed to be earthquake resistant, provided its site is suitable. The object is to ensure that the structure will overcome inertia and move with the earth as a unit, not as an unrelated assembly of parts. The basic essential is strength, obtained by adequate bracing and structural continuity, with secure anchoring and bonding of all elements -- foundation, frame, outer and inner walls, upper floors and roof. New construction can be designed and built to withstand probable shaking without collapse. The greatest existing hazard remains with the continued use of thousands of older structures incapable of withstanding extreme earthquake forces.

EXHIBIT I



AREAS OF CONTRASTING SEISMIC BEHAVIOR ALONG THE SAN ANDREAS FAULT ZONE IN CALIFORNIA



SAN JACINTO FAULT

BORRERO
• SPRINGS

ELSHORE FAULT

OCEANSIDE

ROSE CANYON FAULT

LA NACON FAULT

SAN DIEGO

IMPERIAL

CORONADO

EXHIBIT 2

MAJOR SAN DIEGO COUNTY FAULTS

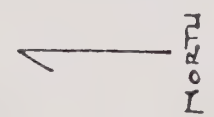
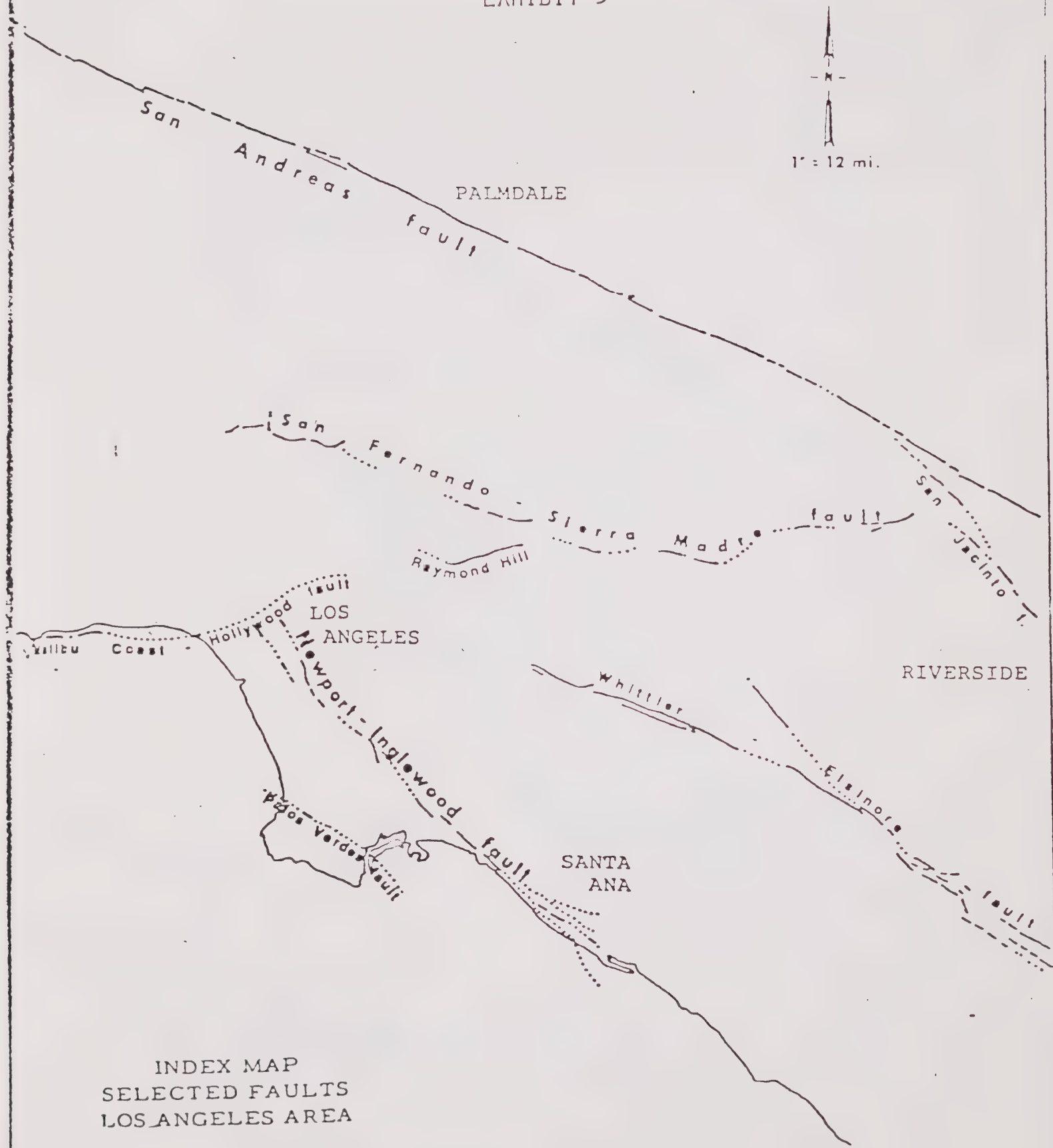


EXHIBIT 3



SECTION III: GEOTECHNICAL INVESTIGATIONS

A. Local Geology

Like most of the South Bay area, Imperial Beach is underlain by the San Diego Formation, a tertiary shallow water marine deposit of Pliocene Age. An important feature of this formation is the fact that it is locally fossiliferous. The formation consists of chiefly dense, easily pulverized, silty, very finely bedded sandstones.

The more recent Quaternary deposits include three general types of material. A narrow strip of beach deposits, whose deposition is mainly caused by ocean currents and wave action, is found along the entire coastline of Imperial Beach, while the urbanized area of the City is almost entirely underlain by the Baypoint Formation which consists of recent marine mud. The surface geology of the Tijuana River Estuary consists of alluvial material. This deposition was caused by the Tijuana River's erosive action upstream. The alluvial material consists of layers of sand and gravel, as well as larger stones. Exhibit 4 illustrates the geology and soils of Imperial Beach.

B. Faulting

San Diego County is located in a region with significant seismic and geologic hazards including the San Jacinto and Elsinore Fault systems. (Exhibit 2)

The San Andreas fault is outside the county but presents a hazard to the San Diego region. It extends 650 miles from Baja California to the coast north of San Francisco. In the 1906 San Francisco earthquake (Richter magnitude 8.3), there was movement along 124 miles of the San Andreas. In Southern California, the San Andreas extends from San Bernardino through Whitewater Pass and along the east side of the Coachella and Imperial Valleys.

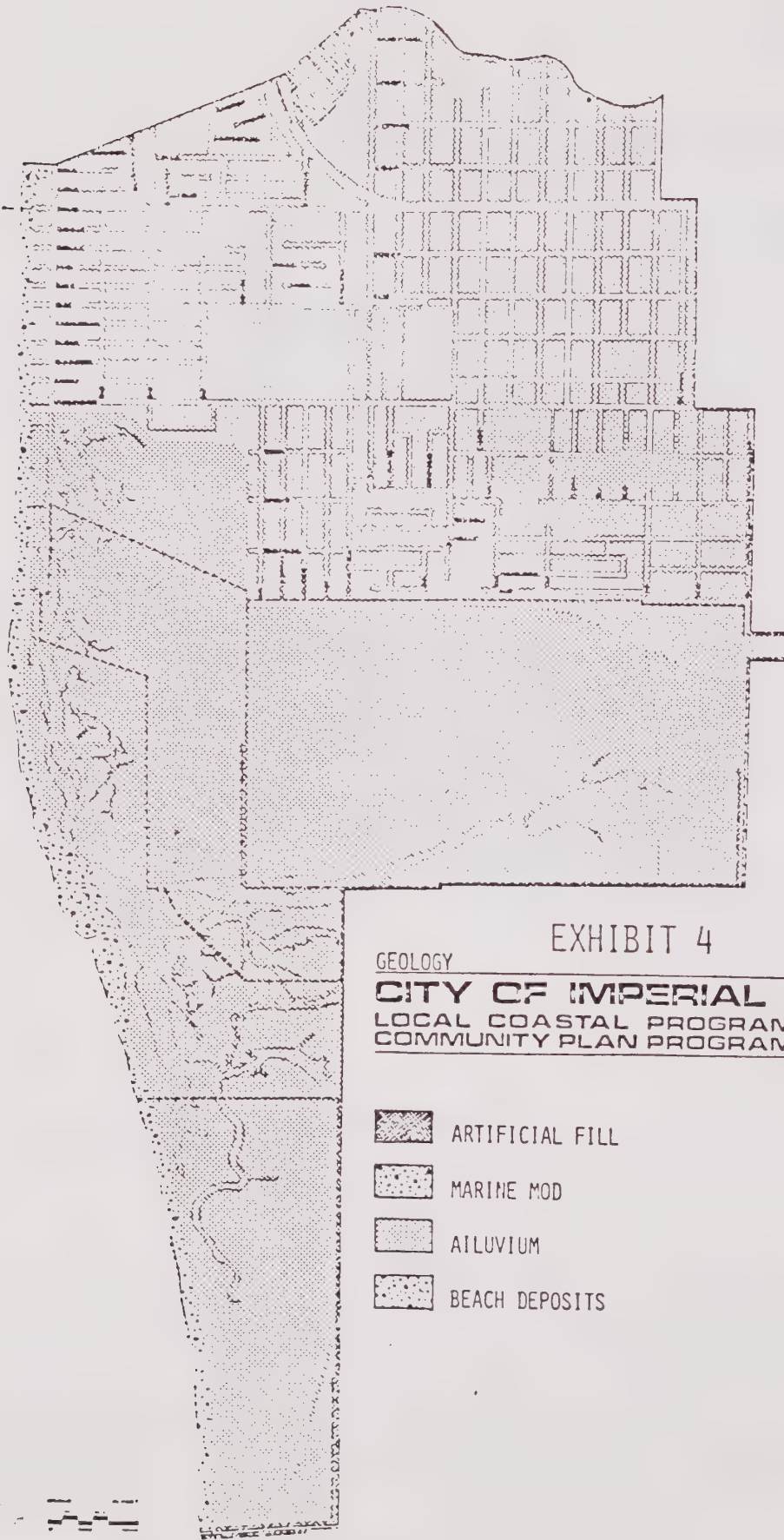






EXHIBIT 4

GEOLOGY

CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



-  ARTIFICIAL FILL
-  MARINE MUD
-  ALLUVIUM
-  BEACH DEPOSITS

Major damaging earthquakes are likely to originate on the southern segment of the San Andreas. The closest inhabited portion of San Diego County is 30 miles from the San Andreas, and the coastal area is 85 miles away, about the distance of Anchorage from epicenter of the 1964 Alaskan earthquake.

Available data indicate there are three major regional zones of faulting within the San Diego Region: (1) The San Jacinto Fault Zone, located in the eastern part of the county, is considered to be a major active branch of the San Andreas fault system, the maximum probable earthquake from this fault is between 7.5 and 7.8 on the Richter scale. (2) The Elsinore fault zone paralleling the San Jacinto fault zone is the largest known active fault in the county of San Diego. It is approximately 135 miles long. The area of most probable activity is between Lake Elsinore and Vallecito Valley, a distance of about 60 miles. The maximum probable earthquake magnitude from this fault is 7.6. (3) The Rose Canyon fault zone, paralleling the Pacific coastline, is considered to be the possible southeasterly extension of the Newport-Inglewood fault zone, which was the source of the 1933 Long Beach earthquake.

The Sweetwater and LaNacion Faults are 4 to 6 miles in from and parallel to the Rose Canyon fault and San Diego Bay. Presumably, they are related to the fault system which created the depression now occupied by San Diego Bay and Mission Bay. These two faults do not appear to have been active in recent time. The LaNacion is the closest fault to Imperial Beach being located about 2 miles east of the City.

The San Diego region has historically been seismically quiet (less than 4.0 on the Richter scale) although at least 23 recorded epicenters of 2.0 to 3.0 have been recorded since 1948.

The recurrence of earthquakes has been a debatable subject among geologists. It is generally agreed that faults that have been active in the recent geologic past (the last 11,000 years) are most likely to move in the future.

Historic records in the San Diego region date back 200 years. Of that period, the last 40 years represent accurate technical data. The Elsinore and San Jacinto faults have exhibited enough activity in this century to warrant making statements on their respective degree of activity.*

For the Elsinore fault: one in 60 years at 7.3 magnitude; one in 100 years at a magnitude of 7.6 (maximum credible).

For the San Jacinto fault: one in 90 years at 7.3; and one in 100 years at 7.8 magnitude (maximum credible). (McEven and Pinckey).

*On October 15, 1979, an earthquake of 6.4 on the Richter scale occurred along the Imperial Fault near El Centro. The event is not discussed herein since complete data on the earthquake is not readily available as of this writing, and it occurred after the data collection phase of this Element. It should, however, be noted that the extensive damage to buildings in El Centro which were constructed to withstand much greater earthquakes points to the need to take great caution in siting and constructing large buildings in areas subject to earthquakes.

SECTION IV: POTENTIAL GEOLOGIC/SEISMIC HAZARDS

A. Ground Shaking

Ground shaking is the oscillation or vibration of earth materials resulting from an earthquake. It is the most commonly experienced earthquake phenomenon because it may be felt tens or hundreds of miles from the earthquake epicenter.

Without regard to any other factors such as location or subsurface geology, it has been recognized that in most earthquakes, ground shaking by far has accounted for the greatest amount of damage and injury. As a recent example, over 99 percent of the damage caused by the 1971 San Fernando Earthquake has been attributed to ground shaking. Only in a small percentage of earthquakes, is ground rupture responsible for a significant amount of damage.

Assuming there are no known faults within Imperial Beach, and the nearest fault is the LaNacion, located 2 miles east of the City, it can reasonably be predicted that any damage from future earthquakes will be due to local ground shaking originating from a more distant source.

Ground shaking hazards are most likely to occur in areas of Imperial Beach underlain by loose, water-saturated, unconsolidated materials commonly referred to as deposits. The severity and type of ground shaking depends on several factors including: (1) earthquake magnitude and duration; (2) distance from the earthquake's epicenter; (3) local subsurface conditions; and (4) type of construction material used.

In general, much of Imperial Beach lies upon deposits which are poorly consolidated or unconsolidated aggregates of silt, sand and gravel. There is high potential of earthquake damage to structures located on this material.

B. Liquefaction, Lateral Spreading and Differential Compaction

Liquefaction

Resultant ground shaking during an earthquake will tend to compact loose deposits of cohesionless soils. It is generally recognized the closer the distance to groundwater the greater the shaking. If the soils are saturated, the compaction will result in an increase in the water pressure in the soil. With increased water pressure, the water within the soil will tend to flow upward and may turn the soil deposit into "quicksand" due to loss of shear strength. Flow to the ground surface may be manifested by sand boils and a gradual sinking or differential settlement of structures. Liquefaction of deeper strata may be manifested by ground cracking and lurching. Where soil thicknesses vary or where subsoil conditions are erratic, differential compaction of the soil layers may occur resulting in differential settlement of the ground surface. In extreme cases, buildings could literally sink into the ground.

The results of laboratory tests and investigations of liquefaction sites indicate that uniformly graded materials (those predominantly of one size such as beach sand) are more susceptible to liquefaction than well-graded materials and that, for uniformly graded soils, fine sands tend to liquefy more easily than do coarse sands, gravelly soils, silts or oil. In addition, loose soil deposits will tend to liquefy more readily than denser deposits and shallower strata, more than deeper strata. Further, intensity of ground shaking and duration of ground shaking play an important role. The longer the duration of strong shaking, the more likely it is that liquefaction will occur. Since the intensity and duration of ground shaking are somewhat proportional to earthquake magnitude, liquefaction is more likely to occur during moderate to strong earthquakes. When it does occur, the effects are severe with extensive damage resulting from shifting, tilting and floating.

It is emphasized that liquefaction potential depends upon many factors; in addition to ground water levels, are factors, such as soil type, relative

density and the intensity and duration of ground shaking. Each site needs to be evaluated individually by a registered soils geologist in order to determine the potential for liquefaction.

Lateral Spreading

Lateral spreading is caused by ground shaking that triggers the movement of soils towards an unsupported surface or slope (not necessarily steep). Extensive damage to buildings can result from the mass flow of land areas, particularly along waterfront areas and on soft, saturated clays.

Differential Settlement

The occurrence of differential settlement has been well documented in many major earthquakes and results from the non-uniform settlement of loose and medium-dense granular soils during ground shaking. Differential settlement often results in serious structural damage to buildings and underground utilities.

A general lack of available data precludes a detailed evaluation of ground failure hazards in Imperial Beach. A review of the data that have been collected and a review of the history of seismic events in the San Diego region has not revealed any documented instance of ground failure, other than that of landslides. It should not be concluded, however, that ground failure may not occur due to future seismic activity. It is likely that the soil and ground water conditions in the coastal areas, bay margins, and especially the bay fill areas are places for the potential hazards identified above to occur.

C. Fault Displacement

Ground fractures may occur during an earthquake where there are uncompacted soils or an abrupt change in depth of the bedrock beneath the subsoil. Some soils affected by seismic vibrations may be compacted or lurch sideways causing cracks in the ground.

Potential fault displacement is of particular concern in any seismic investigation because it is impractical; and in certain instances, technically infeasible to design and build a structure capable of withstanding ground rupture.

As indicated earlier in the report, the closest fault to Imperial Beach is the LaNacion Fault, located about 2 miles east (running in a north/south direction) of Imperial Beach. It is not likely, therefore, that extensive fault displacement will occur in Imperial Beach.

Subsidence and Uplift

Subsidence and uplift often accompany fault movement. Such movement affects harbor levels, the flow of water in canals and tunnels and distorts land survey lines. This phenomena is typically associated with the withdrawal of groundwater or petroleum, with large limestone deposits; with volcanism; or with hydro compaction. None of these constitute a significant problem in Imperial Beach.

D. Groundwater Problems

Because of the presence of the estuary and lands that are periodically inundated, the groundwater level in Imperial Beach is relatively high, less than 25 feet in the urban areas of the City, and as close as eight feet to the surface at Ninth Street and Imperial Beach Boulevard.

The presence of shallow groundwater, in conjunction with other soil parameters, can be of great consequence in terms of ground stability during an earthquake. The largest area subject to this hazard is around the margin of the San Diego Bay. The term liquefaction is used to describe the phenomenon in which generally cohesionless soils become fluid (loses all strength) during an earthquake. Liquefaction results from the vibration of sands and silts which are saturated (usually below the water table).

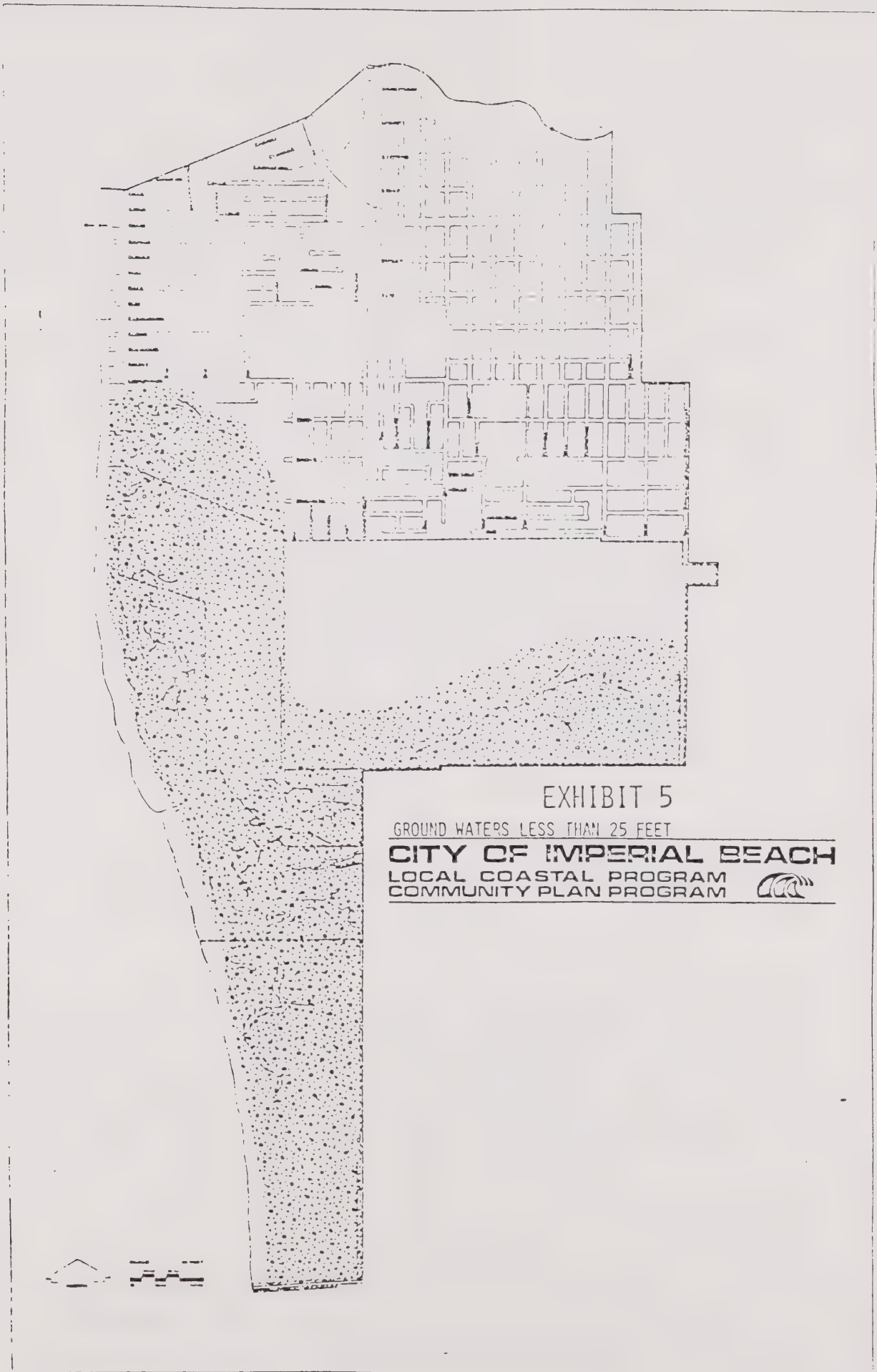


EXHIBIT 5

GROUND WATERS LESS THAN 25 FEET

CITY OF IMPERIAL BEACH

LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



During vibration, the sands tend to compact and thereby increase the pressure of the water between the grains. The pressure causes the water to move upward. When the soil becomes fluid, it also becomes mobile. Liquefaction can result in surface movements from inches to tens of feet.

Studies of recent earthquakes have concluded that some liquefaction has occurred in every major earthquake observed around the world in the past ten to fifteen years. Other studies have concluded that liquefaction has been associated with major earthquakes throughout history. Some recent examples of liquefaction include:

- a) Niigata (10 June 1964, Richter Magnitude 8.3). Extensive liquefaction to low-lying port city adjacent to the Sea of Japan. Some of the most dramatic results were five-story apartment buildings listing to as much as an 80-degree angle.
- b) Alaska (1964, Richter Magnitude 8.4). Loss of port facilities at the cities of Seward and Valdez due to liquefaction, the resulting mud slides and tsunami inundation.
- c) San Fernando (9 February 1971, Richter Magnitude 6.5). Liquefaction at both Upper and Lower Van Norman Dams, the Jensen Filtration Plant and Juvenile Hall.

For liquefaction to potentially occur, three conditions are necessary: 1) generally cohesionless soils, 2) groundwater, and 3) moderate or major earthquake. In Imperial Beach, as in other areas along the Pacific Coast, as well as throughout the world, all three conditions or potential conditions exist in varying degrees.

E. Expansive Soils

An expansive soil is one which will substantially increase in volume when wetted and, because the process is reversible, will shrink when it dries. This is characteristic of cohesive, claylike soils.

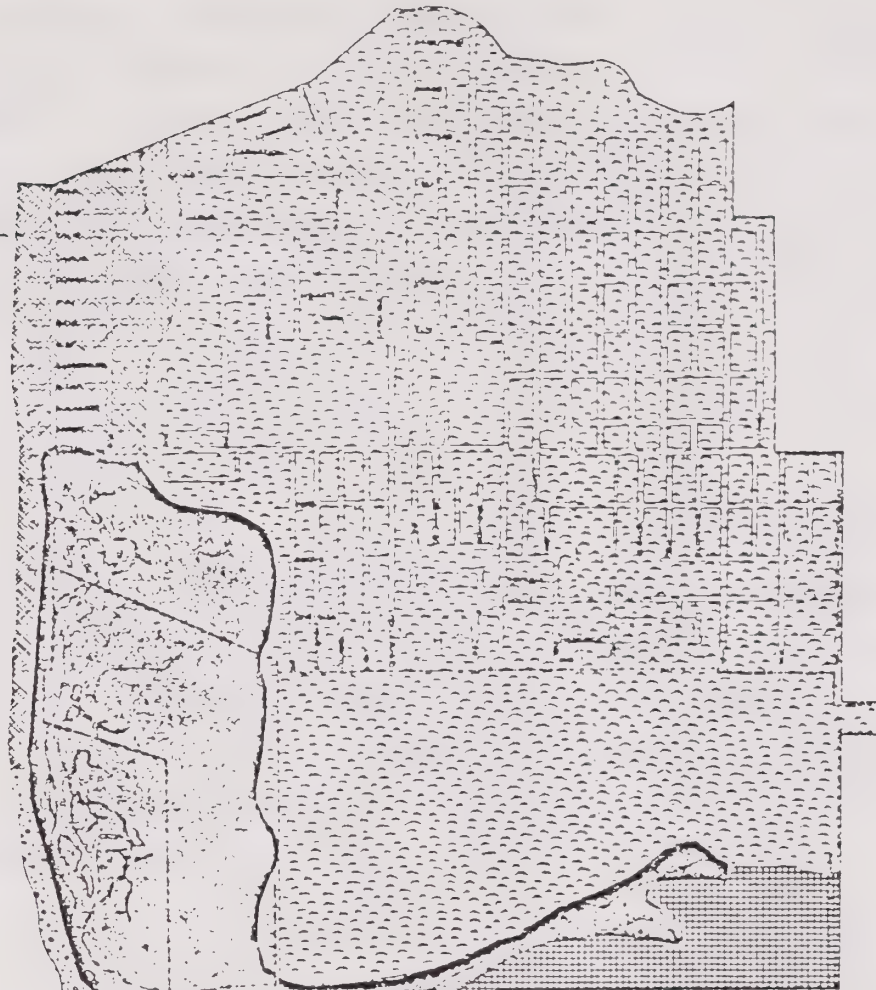









EXHIBIT 6

SOILS

CITY OF IMPERIAL BEACH

LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



-  URBAN LAND
-  MARINE LOAMY COURSE
-  COASTAL BEACHES
-  TERRACE DEPOSITS
-  CHINO SILT LOAM
-  TIDAL FLATS
-  HUERFANO LOAM

Expansive soils are a common feature and problem throughout Southern California. Not only do direct damage costs amount to many millions of dollars each year (for Southern California), but the damage is usually reflected in lower property values and resulting tax revenues. The problems resulting from expansive soils can be controlled by proper engineering and construction practices. The presence or absence of expansive soils is therefore not considered a critical factor in overall land planning. What is critical is to ensure that proper engineering and construction practices are observed. The City should remain cognizant of the problem.

F. Landslides

Since the terrain of Imperial Beach is generally flat, landslides cannot be considered a significant hazard. There are, however, small cliffs within Border Field State Park and at the south end of First Street. Limited landslides may occur in these areas during an earthquake of sufficient magnitude. Since Border Field State Park is in permanent Open Space, no development will occur which will cause cliffs at that location to be heavily modified for safety reasons. Any new development near the south end of First Street should remain at least 50 feet from the top of the cliff, unless a competent geologist certifies that development any closer will not result in risk to the building in case of landslide, or in cliff buttressing which violates State Coastal Act policies.

G. Erosion

Imperial Beach has no major hills or cliffs, thus erosion from hillsides does not present a significant problem. However, the City has been experiencing some serious beach erosion problems for many years. Historically, a sand beach has extended the full length of the City (approximately 3.5 miles). The shoreline has undergone erosion for many years, but the problem only became acute during the winter of 1952-1953 when wave erosion caused rapid shoreline recession and property damage.

Winter storms during the next several years continued to cause problems so that local and private interests were forced to install a stone revetment along the shoreline. Because of severe sand depletion of this beach, the Army Corps of Engineers constructed two groins in this area between 1959

and 1961. however, these have not been successful in restoring the beach or preventing further serious erosion as was evidenced during the winter of 1968-1969.

The City recently adopted another beach erosion plan designed by the Corp of Engineers that calls for the construction of a submerged groin that will parallel the beach. The plan will remain dormant, however, until funding possibilities are determined.

H. Tsunamis and Seiches

A tsunami is a sea wave generated by a submarine earthquake, landslide or volcanic action. While the possibility of a major tsunami from either of the latter two events is considered to be extremely remote for Imperial Beach, a tsunami caused by a submarine earthquake is considered possible. Submarine earthquakes are common around the edges of the Pacific Ocean, as well as other areas. Therefore, all of the Pacific Coastal areas are subject to this potential hazard to a greater or lesser degree.

Tsunamis travel across the ocean as powerful, long, but low waves; perhaps 50 miles long and only one or two feet high. Traveling at almost 500 mph in the Pacific, such a wave in the open causes no problems; and, in fact, the slope of the wave front may be imperceptible to a ship at sea. However, as the tsunami waves approach the coastline, they are affected by shallow bottom topography and the configuration of the coastline, which transform the waves into very high, potentially devastating waves. Even if large waves do not occur, strong currents (as high as 40 feet per second) can cause extensive damage.

Observable tsunamis are usually only caused by earthquakes with a magnitude of about 7.5 or greater. The earthquake magnitude must be at least 6.3 for a noticeable tsunami to occur. Smaller tsunamis are usually only recorded in the form of tides.

Tsunamis can be triggered by distant earthquakes such as the Alaskan earthquake in March 1964 (Richter magnitude 8.4), resulting in major damages at

Crescent City, California, and relatively minor damages at Los Angeles and Long Beach. Most of the damage was related to harbor and boat losses in these areas. No significant damage was reported in the coastal cities south of Long Beach.

Even though there is no record of tsunami effects greater than the normal tidal range in San Diego County, historical data only exists for waves that have approached at an oblique angle to the coastline. The Tonga and Mindanao regions of the Pacific, considered active regions; however, are oriented so that if activity of sufficient magnitude were to occur, the tsunami would be directed towards San Diego. Also, there is some evidence to support the potential for severe locally generated tsunamis. Although highly remote, "a seismic sea wave (tsunami) initiated within the offshore California border-line is possible; such a wave could have a damaging effect on low-lying shoreline areas along the Pacific Ocean and in the mouth of bays." (McEuen) This is especially the case with San Clemente Island. The topography of this island suggests that there is several thousand feet of vertical separation along the San Clemente Fault. Since the most damaging tsunamis are associated with faults that show a high degree of vertical displacement, such as San Clemente, and since the San Clemente Fault is thought to be capable of producing an earthquake of up to a 7.7 magnitude on the Richter scale, there is the remote possibility that a tsunami could be created along the San Clemente Fault which would cause significant damage on the Imperial Beach waterfront.

Even though most of Imperial Beach lies within the category of low lying shoreline, it is not possible to predict the likelihood or magnitude of a major tsunami. Most experts agree that although possible, it is highly improbable that a damaging tsunami, either locally or distantly generated, would strike the Southern California coast. Nonetheless, precautions and/or preparations should be made to mitigate the potential of loss of lives and property should such an event occur.

Tsunamis, unlike other natural disasters, strike in a limited area in a predictable manner and often with hours of advance warning. "In case a tsunami were generated nearby, the severe earthquake which signals the event itself may be the only warning." (Joy)

Under Public Law 80-373/August, 1947, the National Oceanic and Atmospheric Administration, through the National Ocean Survey, maintains a tsunami warning system which works through the following channels:

From the Tsunami Warning Center in Honolulu by Defense Communications Agency circuits to 28th Office of Civil Defense Warning Center, Hamilton Air Force Base; by radio to the California Disaster Office. From the California Disaster Office by State Department of Justice teletype system to all police, sheriff and California Highway Patrol jurisdictions concerned. The San Diego Police notify the Unified Port District.

(Disaster Preparedness, p. 91)

Tsunami warning and arrival times are:

12-20 hours when originating on opposite side of Pacific; 2-12 hours from adjacent areas; 5-20 minutes from local source -- earthquake is only warning.

Characteristics of observed tsunamis are:

- height of successive waves may increase
- behind shallow wave platforms or reefs, the height is less
- unimpeded waves achieve greater heights
- energy is dissipated up submarine canyons
- energy is focused on submarine ridges
- there is a great recession of water between waves (Shepard)

Seiches

Seiches, or the oscillation of bodies of water such as lakes and reservoirs due to earthquake activity, is not considered a potentially serious problem for Imperial beach, according to recent research completed as part of the County of San Diego Seismic Safety Element (1975).

SECTION V: GEOLOGIC/SEISMIC SAFETY OBJECTIVES

A. Existing and Future Land Uses

The overall objective of the Seismic Safety Element is to reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from future earthquake activity. Within the framework of the General Plan, this necessarily includes the establishment of varying restrictions on the types of uses and structures to be developed in given areas and programs for the possible modification or removal of existing uses and structures in hazardous areas. This would include consideration of various public support systems and utilities as may exist or as recommended for development under the General Plan.

B. Structural Conditions and Requirements

The most widespread effect to the local community from a future earthquake will likely occur in the form of ground shaking. Depending on the location and geologic foundation of a given area (e.g., bedrock or alluvium) existing structures at such time will be required to withstand possible maximum ground accelerations of between 0.1g to 4.0g. The majority of new structures; and particularly those that conform to the most recent edition of the Uniform Building Code, should survive such ground shaking with little or no structural damage.

The possibility does exist, however, that particular older structures may suffer major damage or collapse if inadequately constructed or designed to withstand such shaking forces. Unreinforced stone and adobe block construction may pose particular problems in older sections of the community. Construction of this type is generally heavy, brittle and highly susceptible to failure when subjected to moderate ground shaking.

Detailed field investigations to determine the structural adequacy of existing buildings, will in most part, require further governmental and public action and is beyond the scope of this Element. This Element should not be utilized as a substitute for individual site investigating, nor as a substitute for detailed studies of specific structures.

C. Policies and Criteria

The following specific policies and criteria are summarized from both this Element and from related policies contained in the Imperial Beach Policy Plan.

1. The City should require detailed expert study and evaluation of all potentially hazardous areas prior to development. Developers should be required to leave such areas undeveloped and to leave sufficient open space adjacent thereto to insure public health and safety.
2. Areas which are suitable for development yet surrounded by potentially hazardous lands, should be restricted from development due to the danger of complete loss of ingress or egress routes in emergency situations from flooding. An inventory shall be made to identify the location and extent of such areas in the City.
3. Primary areas subject to flooding are recommended for permanent open space use.
4. Emergency and critical use facilities (hospitals, schools, etc.) should be restricted from all high risk areas.
5. No emergency or critical use facility should be located directly athwart a fault trace. Habitable structures planned for development on or close to a fault trace should be constructed only upon detailed investigation and recommendation as to potential fault activity.

6. No development should proceed until detailed, geotechnical investigations and recommendations are completed concerning potential soils, geologic, seismic and/or flood hazards.

D. Coastal Act Policies

Section 30253. New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (2) Assure stability and structural integrity and neither create nor contribute significantly to erosion, geologic instability or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural land forms along bluffs and cliffs.

SECTION VI: IMPLEMENTATION PROGRAMS

A. Direction Relative to Other General Plan Elements

Each of the recommended land use options in the Land Use Element and the various policies and objectives contained in the previous section of this Element, provide direction for possible future development within given areas of the City. Each have been used as supporting policies and objectives in the development of other General Plan Elements, namely the Land Use, Housing, Open Space, Circulation and Public Safety Elements. Major high risk areas have generally been designated for open space use. Where any proposed major highway or utility system may, of necessity, enter or cross a hazardous natural feature, detailed geotechnical investigations should be required prior to development. The investigations should include specific recommendations as to general engineering and structural requirements, as well as possible detailed alternative alignments.

B. Future Development Regulations

It is generally recognized that the most recent edition of the Uniform Building Code provides a satisfactory basis for the design of most structures, particularly as related to potential local ground shaking from a distant earthquake. This should not eliminate, however, the requirement that a specific site be analyzed in detail for potential seismic-response activity prior to development. This study is not intended to be of sufficient detail or to propose any specific numerical risk factors for use in the design and construction of individual engineered structures. Rather, it should be used as a guide for general land use planning and for reaching decisions regarding the seismic safety of particular developments prior to approval.

Detailed field and laboratory testing should be provided to establish the survivability design and engineering requirements for individual building types and use and occupancy. Future site studies for emergency and critical-use facilities should require particular attention. Such facilities and uses would include:

- 1) Hospitals, and other medical facilities having surgery or emergency treatment provisions.
- 2) Fire and police facilities and designated civilian emergency centers (i.e., disaster communication and control centers).
- 3) Power generation systems and distribution centers.
- 4) Transportation arteries and major terminals or facilities.
- 5) Water reservoirs, dams and supply facilities.
- 6) Waste disposal systems and processing facilities.
- 7) Transport systems such as oil and gas pipe lines.
- 8) Certain extraordinarily hazardous facilities, systems or storage areas.
- 9) Schools accommodating any grade through the 12th grade.
- 10) Municipal governmental centers and facilities.
- 11) Public and semi-public facilities accommodating large assemblies of people.
- 12) Other structures and uses determined to be critical.

The detailed studies referred to for the above-listed structures and uses should include, but not necessarily be limited to, the following considerations:

- 1) Site-detailed geologic mapping, trenching and boring to determine that surface faulting and ground breakage has not occurred, and is unlikely to occur in the future.
- 2) Adequate boring and field and laboratory testing to determine accurately the subsurface profile and the static/dynamic properties of soil and rock materials.
- 3) Detailed studies to determine the potential character of ground motions at the individual site, and to derive response spectra for all important causative faults.
- 4) Calculation of design response spectra, based on repetition and on structural properties (damping and ductility).
- 5) Careful dynamic design of a cohesive structure, each element of which works as an associated part of the entire structural system.
- 6) Thorough study of the ways in which the structure might disassemble if it were to fail, and inclusion of redundant backup features to control disassembly so that outright collapse cannot occur.
- 7) Design of anchorage and bracing for all critical in-structure systems (i.e., emergency power, heat, light, oxygen supplies, etc.), based on factors derived from dynamic analyses, and providing generous and conservative safety factors; manufactured equipment and appurtenances should likewise be designed.

- 8) Selection of architectural details and fixtures that aid structural response and will not be hazardous.
- 9) Thorough inspection of construction to ensure that designs are complied with, including a written certification by the contractor that all work has been done in strict accordance with plans and specifications.
- 10) Periodic inspection of all structures and systems to determine that no detrimental modifications have been made, and that proper maintenance has been provided.

These detailed studies should be performed by a registered civil engineer or soils geologist expert in seismic activity prior to the approval of any project which may be considered a critical or emergency facility. Such studies should be performed at the developers expense and should be performed as part of the environmental impact assessment process.

C. Building Inspection Programs

A detailed field inspection of existing structures to determine potential existing hazards is beyond the scope of this Element. Such investigations would; therefore, require further governmental and public action.

The objective of such a component in a seismic safety program is ultimately to provide for the orderly abatement of structural hazards within the community consistent with the degree of earthquake risk the community is willing to accept. Structural hazards would, therefore, be abated in accordance with acceptable public policy, and would likely include a ranking of priorities which reflects the relative risk posed by, and the public need for, various types of structures and uses. At one extreme, a city could choose to do absolutely nothing to strengthen any existing hazardous buildings. Such a course of action would be successful, only under the improbable

situation that no intense earthquakes occur during the future life of any buildings in question. At the other extreme, a city could order the wholesale demolition or strengthening of otherwise valuable structures. This would be a prudent course only under the equally improbable situation that an intense earthquake would strike the City in the near future. Complete inaction, then, could prove disastrous. Likewise, a sweeping order to immediately demolish or strengthen all older buildings would create economic and social hardships. The goal, therefore, appears to be to devise a reasonable middle course that can be followed by the citizens and public officials of the City.

Towards this end, the City of Long Beach adopted Ordinance C-4950, "Earthquake Hazard Regulations for Rehabilitation of Existing Structures Within the City" (Subdivision 80, Long Beach Municipal Code) in 1971. The ordinance contained several important concepts related to the reduction of existing hazards in any city.

- 1) It coupled land use planning with a building design ordinance by requiring different strength designs in different areas of the City, based on earthquake hazard zones.
- 2) It prescribed performance standards for repairing or rehabilitation existing structures.
- 3) It provided for owner options of structure life and human exposure.
- 4) It provided a legal means for demolition of a structure at the end of the structure life selected by the owner. The time for demolition was attached to the deed and to the property.
- 5) It provided a uniform seismic hazard rating system for building officials along with a priority time frame.

- 6) It allowed for new construction materials or designs affecting the earthquake resistant capacities to be reviewed for purposes of adjusting code values, thus lowering costs as state-of-the-art capabilities improved.
- 7) It provided a measure for dynamically analyzing structures and sites so that individual site and structure circumstances could reduce code requirements, if justified.

The ordinance thus attempted to provide a means of equitably rehabilitating or eliminating high risk hazards associated with existing developments. As a starting point in setting priorities, the general age, location, use and occupancy, and type of construction should each be used in varying combinations to identify preliminary conditions of potentially decreasing hazards. Selection of priorities also may be made on an area-by-area basis, such as beginning in the public and commercial sectors of the City. The Long Beach ordinance utilizes building types and details as defined in the 1973 edition of the Uniform Building Code. These are listed in order of decreasing priority.

- 1) Type III buildings which utilize unreinforced masonry bearing and exhibit poor quality mortar
- 2) Type IV and V buildings with unreinforced masonry veneer, unreinforced non-bearing masonry walls or partitions, poor quality mortar, and poorly anchored bracing systems.
- 3) Type III buildings with reinforced concrete and reinforced masonry bearing walls and wall openings with an aggregate area exceeding 50% of the area of one or more of such walls.
- 4) Type I and II tall structures with unreinforced masonry curtain and filler walls, and poor quality mortar.

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- 4) Type I and II tall structures with unreinforced masonry curtain and filler walls, and poor quality mortar.

- 5) Within each of the above groups of buildings, individual buildings are then graded on a priority system corresponding to various occupancy ratings.

D. Emergency and Post-Earthquake Programs

Each major earthquake has resulted in a different set of circumstances which materially affected the procedures for safety and rehabilitation. Circumstances such as time of occurrence, severity of damage, threat of fire, and number of people and/or buildings affected have profound effects on the type of emergency plan and what agencies may become involved.

For instance, the Alaska (1964) earthquake was of such major proportions, with widespread damage as a result of subsidence tsunamis, that many Federal agencies became involved due to the severity of the damage and the extensive involvement of Federal agencies in Alaska. Lesser shocks, such as Kern County (1952), involve mostly local and state agencies.

The Federal Office of Emergency Preparedness (OEP) is an agency charged with the overall responsibility of organized disaster relief. It is likely that they will become involved in most future strong earthquakes causing widespread damage. Other agencies, such as the National Oceanographic and Atmospheric Administration and California Division of Mines, will be very active in assembling information and publishing reports on California earthquakes.

A plan of action for the City must be flexible and capable of working consistently with the plans of other agencies which may be involved. A cooperative city program involving building, fire, police, civil defense operations, and other agencies, should be developed since all of these must work together. The following guidelines are necessarily general, since they apply mostly to building department activities after an earthquake.

1. There should be a plan of action in effect and tested prior to an earthquake. Standard operating procedures should include "automatic" response of all available off-duty fire, police and building department personnel to predetermined locations. On-duty personnel should have standard operating procedures for immediate steps to be taken.
2. The control of rescue, fires and the safeguarding of life from the collapse of buildings will require the joint efforts of the fire, police and building departments. Streets blocked with debris will frequently hamper all operations. Dangerous areas must be cordoned off by police until buildings can be checked.
3. Needless to say, all emergency agencies must be housed in earthquake resistant structures in order to operate effectively in the event of a strong shock.
4. Few, if any, building departments are staffed to handle earthquake emergencies. A plan must be formulated to recruit additional, qualified technical help on a part-time basis. In most cases, these people will have to be brought in from some distance, because all other local agencies will be directly concerned with the emergency. To this extent, cooperative arrangements on a region-wide basis should be explored.
5. An inspection form should be developed and supplies printed for use. These need not be complicated, but sufficient damage informations should be recorded to guide engineers in future actions and to aid in later studies of damage. A uniform type of report will help in assembling information.
6. A general reconnaissance of the commercial area should be the first order of priority to determine what areas should be blocked off by police. It may be possible to determine which areas should be automatically cordoned off, since they contain many older structures sub-

ject to severe damage and collapse. Unauthorized people must be kept out of dangerous areas due to the possible collapse of weakened structures caused by aftershocks. A building-by-building inspection should then follow in order to post obviously unsafe and still safe structures. This should be followed by detailed inspections to determine the extent of damage to all affected buildings.

7. Strong aftershocks will cause additional damage and reinspection will be necessary. Aftershocks normally follow all large earthquakes, but almost always will decrease in frequency and violence with time. It is very rare for one to reach the intensity of the main shock, although it has happened on a few occasions.

Aftershocks may continue for a day or two, or in some cases, for weeks or months following a principal shock. In a recent Japan earthquake, aftershocks continued for over a year. They generally center at various points in the epicentral area, sometimes 15 miles or more from the source of the main shock. In great earthquakes, the aftershocks can center 400 miles from the epicenter of the main shock.

Therefore, authorities should notify citizens not to reoccupy a seriously damaged building or home. It may have been weakened to the point where a sharp aftershock could cause its collapse.

8. Demolition of badly damaged structures should take place as soon as possible after an earthquake to prevent further injury in case of strong aftershocks. Following a major earthquake, pressures are usually exerted to lower acceptable repair requirements in order to "patch up" and get back into business. It is important that acceptable repair criteria be developed prior to the earthquake and that these be enforced.
9. A communications network should be established which utilizes any practical form or type of service, even including runner service. Radio is

probably the most logical service on which to place dependence. It is likely that telephone service will be impaired, if not out of action, for some time.

10. All communication facilities which depend on electrical power should have standby power from generators and/or batteries. This equipment must be located in safe buildings and be well anchored and braced. All equipment should be tested frequently. Fuel supplies for internal combustion engines should be frequently measured.
11. All agencies which are expected to cooperate should be able to monitor all radio frequencies subject to emergency use.

APPENDIX A

GLOSSARY OF TERMS

ALLUVIUM

A general term for all sediment such as sand and gravel deposited by streams; (adjective: alluvial).

BEDDING

See STRATIFICATION

BEDROCK

Firm or coherent rock material that underlies the soil or "overburden"; divided geologically into 3 classes: igneous, sedimentary, and metamorphic.

DIFFERENTIAL COMPACTION

Non-uniform consolidation of loose, saturated soils due to earthquake induced ground shaking.

EARTHQUAKE

Ground motion resultant from the relative movement of two blocks of the earth's crust along a fracture surface (i.e., fault). See FAULT, SURFACE RUPTURE.

EPICENTER

The point on the earth's surface directly over where the focus or point of origin of the quake occurred.

FAULT

A fracture or fracture zone along which there has been movement (slippage) of two sides relative to one another and parallel to the fracture. Based on seismic activity, faults can be divided into three categories: (1) active faults can be associated with historic seismic activity, (2) potentially active faults have not been associated with historic seismic activity, but give evidence of geologically recent activity, and (3) inactive faults do not show evidence of activity within approximately the last one million years (i.e., the beginning of the Pleistocene).

FORMATION

To a geologist, this is a rock body which can be recognized, named and mapped, e.g., Capistrano Formation, etc.

GEOTECHNICAL

Pertaining to geologic-soils engineering studies, features, conditions or events.

GROUND RUPTURE

See SURFACE RUPTURE.

INTENSITY

A qualitative measure of the destructiveness of an earthquake; a number scale, e.g., Mercalli.

LIQUEFACTION

The sudden, large decrease of shearing resistance of a cohesionless soil caused by collapse of the soil structure, produced by seismic shaking or small shear strains, associated with sudden but temporary increase of water pressure in the soil voids.

LURCHING

Inelastic deformation of the ground surface due to a loss of strength in underlying strata because of earthquake-induced shaking.

MAGNITUDE

A quantitative measure of the total energy release of a quake; a logarithmic number scale, e.g., Richter.

PERCHED WATER TABLE

A water table above an impermeable bed underlain by unsaturated rocks of sufficient permeability to allow movement of groundwater. Commonly temporary or seasonal in duration.

RECURRENCE INTERVAL

The average length of time between earthquake events of a specified magnitude.

SATURATED

A rock or soil is saturated with respect to water if all its interstices are filled with water.

SEDIMENTARY ROCK

The class of rocks made up of transported and deposited rock and mineral particles (sediment) and of chemical substances derived from weathering.

APPENDIX B
METHODOLOGY FOR ESTIMATING THE MAXIMUM
PROBABLE AND MAXIMUM CREDIBLE EARTHQUAKE MAGNITUDES

1. Determine the total length of the fault from published geologic maps.
2. Divide this length by 2 to find the probable maximum rupture length associated with the maximum earthquake. This is based on the suggestion by Albee and Smith (1966) that the primary causal rupture at depth for the maximum earthquake which can be generated on a given fault has a maximum length of less than half the total fault length.
3. With the maximum probable rupture length, enter Figure 1 of Albee and Smity (1966) and determine the corresponding range of maximum earthquake magnitudes for the fault.
4. The lower value may be considered as the "first guess" for the maximum probable earthquake and the higher value as the "first guess" for the maximum credible earthquake for that fault.
5. The "first guess" values are then compared with published expert opinions, if any, on the maximum probable and maximum credible earthquake magnitudes for the fault under study, a judgment factor applied, and "best guess" values determined.

SEICHING

Stationary oscillations of enclosed or partly enclosed bodies of water caused by an earthquake, landslide, or a sudden change in atmospheric and wind pressure.

SEISMIC

Of or related to earthquake shaking.

SETTLEMENT

The downward movement of a soil or of the structure which it supports, resulting from a reduction in the voids in the underlying strata.

SILTSTONE

A sedimentary rock of cemented particles intermediate in size between sand and clay (silt).

SOIL CREEP

A slow movement, also of rock fragments, down an even, gentle slope.

STRATIFICATION

A structure of sedimentary rocks produced by deposition in layers (beds).

SURFACE RUPTURE

During an earthquake, the permanent displacement (or offset) of the earth's surface along a fault plane. Ground breakage of the earth's surface.

TECTONIC

Pertaining to rock structure resulting from deformation of the earth's crust.

TSUNAMI

Seismic sea wave produced by a submarine earthquake or volcanic eruption.

WEATHERING

The changes whereby materials such as bedrock decay and crumble to form sediment.

APPENDIX C

CONTINGENCY PLANS

Communities should have contingency plans which specifically include earthquakes. Many communities have existing contingency plans and procedures for disastrous fires, floods, or military emergencies. These should be augmented and modified to adequately apply to earthquakes.

Earthquake emergency plans should include provisions for:

1. An organization which:

- a. Has assigned emergency functions to intrajurisdictional agencies to perform field operations;
- b. Has personnel designated and trained to perform specific tasks both within the control center and the damaged area;
- c. Controls and coordinates field operations from a predesignated, earthquake-resistant control center;
- d. Has communications to all operating field forces and with higher and lower levels of government, to exchange operational information.
- e. Has a staff to prepare and disseminate essential public information through the local news media; and
- f. Conducts exercises to perfect and test plans and procedures.

2. Pre-earthquake preparations which:

- a. List most vulnerable structures within the jurisdictions with relationship to their effect on emergency operations;
- b. Have outlined areas subject to inundation due to the failure of dams, and developed plans and procedures for rapid notification and evacuation of people from such areas;
- c. Identify and inventory available essential resources;
- d. Establish procedures for obtaining mutual aid;
- e. Ensure continuity of emergency communication systems, including augmentation of operating agency radio communications with Radio

Amateur Communications Emergency Services or other organized volunteer emergency radio capability; and

- f. Ensure continued operation or rapid restoration of essential public utilities.
- g. Establish a regional emergency cooperation agreement with nearby public agencies to assess the effects on regional transportation and utility systems, and the degree to which the City can give or receive aid.

3. Post-earthquake operations which:

- a. Provide rapid surveillance and assessment of the damaged area;
- b. Search out and rescue people trapped in damaged structures or isolated danger areas;
- c. Conduct medical triage for the injured;
- d. Provide first aid in the damage area and transport injured to emergency medical facilities;
- e. Provide necessary fire prevention, firefighting and lifesaving services in devastated or threatened areas;
- f. Clear debris from transportation routes into damaged area;
- g. Evacuate or direct people from danger areas to locations providing relative safety, shelter, and sustenance.
- h. Provide traffic supervision and control along established evacuation routes, and security for evacuated areas;
- i. Care for displaced people;
- j. Remove, identify, and preserve dead for future disposal;
- k. Provide for reuniting families:
- l. Provide for informing victims' relatives outside of area;
- m. Relieve hardship and expedite rapid and orderly reconstruction and redevelopment;
- n. Prepare and disseminate essential public information through the news media;
- o. Prepare and maintain a log of operations; and
- p. Develop a procedure for cooperating with qualified earthquake investigators.

Primary source of information:

State Office of Emergency Services

PARKS, RECREATION AND
VISITOR-SERVING FACILITIES ELEMENT

JUNE 1981

PARKS, RECREATION AND
VISITOR-SERVING FACILITIES ELEMENT

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J.	Development of a Pedestrian Boardwalk.	V-6
K.	Public Participation	V-6

SECTION I: INTRODUCTION

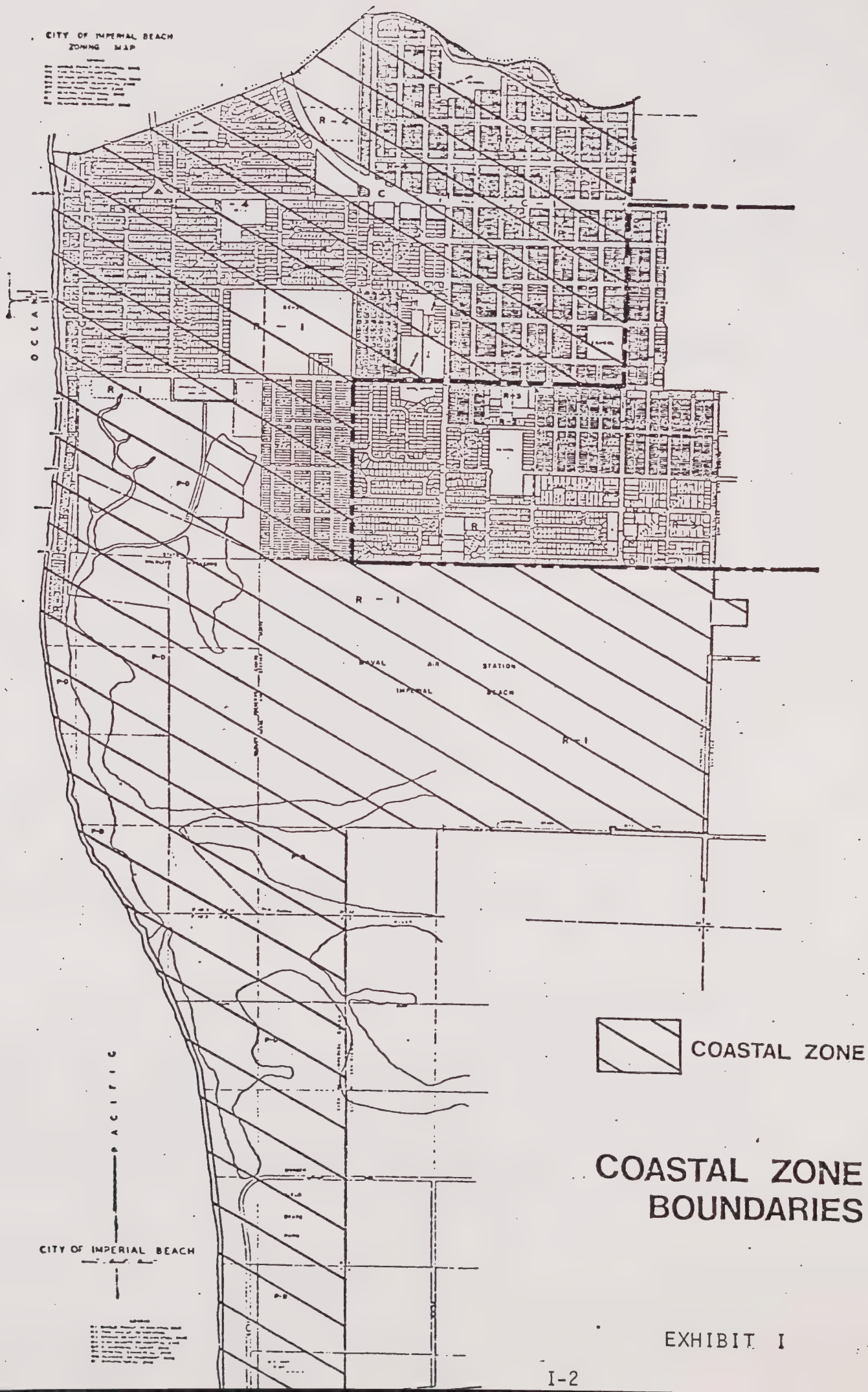
Subject to Local Coastal Plan guidelines, this section will analyze parks, recreation and visitor-serving facilities in Imperial Beach, outline policies regarding such facilities and propose specific actions intended to implement the policies.

A. Authority

The California State Coastal Act of 1976 requires that each coastal city and county adopt a local coastal plan pursuant to mandated guidelines. The Local Coastal Plan (LCP) Manual, which serves as the guidelines implementing the Coastal Act of 1976, requires that a land use plan be adopted to guide all development in the designated coastal area (Exhibit I). As part of this plan, the Manual further states that the Local Coastal Plan should designate shoreline areas appropriate for recreation and visitor-serving land uses, and should designate appropriate upland areas for non-coastal dependent recreation. It also specifies that the Local Coastal Plan should address circulation/transportation facilities of coastal recreational areas as well as possible programs for public agency acquisition, development and management of public recreation and visitor-serving facilities. The Coastal Act further indicates that recreation and visitor-serving facilities are to be encouraged in the Coastal Zone to provide increased public recreational opportunities. Public facilities and commercial visitor-serving facilities which serve to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial developments.

B. Background Reports

As part of the Local Coastal Plan process, two background reports were prepared which outline the present availability of recreation and visitor-serving facilities in Imperial Beach, future trends, and the issues involved in meeting identified present and future needs. Much of the data discussed in this section is drawn from these background reports.



In addition, the Planning Department in July, 1966, prepared a "Tentative Master Plan for Parks and Recreation." Also, the City Council, on January 2, 1974, adopted a Residential Construction Tax Ordinance requiring all developers "...to provide a more equitable distribution of the burden of financing parks, open space and public facilities..." All such information and actions by the City have been incorporated in the Parks, Recreation and Visitor-Serving Facilities Element with the intent of assuring adequate recreation opportunities for all persons in the community through a system of services and facilities based on current and future needs and the local ability to provide such services.

C. Nature of the Element

The Parks, Recreation and Visitor-Serving Facilities Element is composed of two separate elements identified under the State Planning Act and Coastal Act of 1976, namely: The Parks and Recreation Element and Recreation and Visitor-Serving Facilities Element. They have been combined into one element as their express purpose, goals and objectives closely parallel one another. The Parks and Recreation Element is a permissive element, one not required by the State Planning Act but listed as one of the elements that may be prepared and adopted at the option of the local jurisdiction. The Recreation and Visitor-Serving Facilities Element is one of ten elements mandated as part of the Local Coastal Plan. The combined element is intended to satisfy both component elements as set forth under the State Planning Act and State Coastal Act of 1976. As such, this element recommends specific goals, policies and programs related to community-wide parks and recreation facilities, including coastal recreation and visitor-serving facilities for the City of Imperial Beach.

D. Relationship to Other Local Coastal Plan Sections and the General Plan

This section is one of ten sections which comprise the Land Use Plan of the Imperial Beach Local Coastal Plan.* It is intended that all ten sections act as

*In order to avoid confusion with the Land Use Element of the Imperial Beach General Plan, the Land Use Plan herein is referred to as the Local Coastal Plan. It is, however, recognized that the entire Local Coastal Plan is composed of many more elements and policy documents.

a unified set of land use policies which will satisfy the goals of the Coastal Act of 1976, as well as the related goals and policies of the City of Imperial Beach General Plan. This section, therefore, recommends specific actions related to coastal recreation and visitor-serving facilities as part of the overall strategy for the Imperial Beach coastal zone contained in the Local Coastal Plan as a whole. The Local Coastal Plan, in turn, specifies the more community-wide policies of the Imperial Beach General Plan.

SECTION II: EXISTING FACILITIES

At the turn of the century, Imperial Beach became a center of recreational pursuits with the construction of the first pier, a dance pavilion and ferry service from San Diego. However, over time the City lost its recreational attraction. Today, with the exceptions of the Municipal Pier and a small sport-fishing operation, Imperial Beach, has concentrated its efforts on development of local parks to satisfy the City's need for recreational facilities.

The most important existing recreation facility in Imperial Beach is the beach and Municipal Pier. Other existing recreation facilities include Borderfield State Park, Westview Minipark, Bayside Minipark, Reama Park, Marina Vista Park and the Sports Complex. Table I summarizes Imperial Beach's existing recreation facilities.

A. The City Beach (33 Acres)

An important feature of the Imperial Beach townscape is the sand beach which stretches for approximately 3.5 miles along its western boundary. Starting in 1941 the County of San Diego provided lifeguard services for the beach. After the City incorporated, it took over all lifeguarding, after school programs and special events. A new fishing pier was constructed in 1964. The recreational use of the beach constitutes a major economic resource of the City and a prime advantage of living in Imperial Beach.

The beach also serves as the major visitor attraction within the City. This attraction has been evidenced by a 220 percent increase in beach attendance since 1960. The most extensively used beach area is from Imperial Beach Boulevard north, where 90 percent of the estimated 358,000 annual visitors occur. Visitor-serving facilities located within this area include the public pier, pier/beach parking area, a motel located along First Street, a mobile home/RV park, a shopping center, and a motel located near the confluence of Palm Avenue and Highway 75.

B. Municipal Pier

Another of Imperial Beach's main recreational and visitor attracting facilities is its Municipal Pier at the end of Evergreen Avenue. The existing pier was con-

TABLE I

NAME	ACRES	BEACH-FRONT	PARKING CAPACITY	PICNIC TABLES	SNACK STAND	STORE	REST-ROOMS	RECREATIONAL FACILITIES	SWIMMING (Lifeguard in Season)	SURFING	FISHING PIER
Border Field State Park	670	6000	380	X			X	Trails Campground	X	X	
Westview Minipark	1	--		X				Barbeques Playground Equipment			
Bayside Minipark	3	--		X				Barbeques Playground Equipment			
Reama Park	3/4	--		X				Playground Equipment			
City Beach	33	6000	135 (at pier)				X	Firerings	X	X	X
Municipal Pier	1		135		X	X	X	Sportfishing Bait-shop Benches Sinks			X
Marina Vista Park	8	--		X				Playground Equipment Community Center Senior Citi- zens Center Band Shell			
Sports Complex	8	--		X				Baseball Diamonds Multi-purpose Field Tot Lot			

structed in 1964 replacing an older pier constructed at the turn of the century. The pier is approximately 1200 feet long and a "T" shaped formation about 300 feet long at its end. In terms of recreation and visitor-serving facilities, the Municipal Pier offers sportfishing (excursion); a concession stand selling fishing-related supplies and refreshments and pier fishing enhanced by the existence of an artificial reef at the pier's extremity.

The most recent visitation figures for the municipal pier indicate 302,000 persons in 1978. This is an increase from 1976 when an estimated 249,000 people used the pier. According to the Imperial Beach Department of Parks and Recreation, pier use has remained relatively stable for the last several years. However, as discussed in the section to follow, the municipal pier is in need of major renovation as part of maintaining the structural soundness of the pilings and pier surface.

C. Community Parks

Marina Vista (8 Acres)

This park is located across from City Hall. The first portion of land was purchased in 1964, and the final parcel was obtained in 1967. In 1968, a \$300,000 bond issue for development was passed. The bonds were sold in 1970 and construction started in March, 1971. Its facilities include picnic facilities, tot lot, Community Center, Senior Citizen Center, band shell, a turfed play area and a county library.

Sports Park (8 Acres)

The first three acres of this park was deeded to the Youth of Imperial Beach by the Lions Club in 1960. The Little League leased the land before it was developed into a park. The remaining five acres were obtained some years later. Part of the construction costs for the park were paid by \$87,000 in Revenue Sharing funds, and \$87,329 from State Bond Proposition I. The park construction began in 1974. The Sports Park facilities include baseball diamonds, picnic facilities, tot lot, turfed play area, a recreation center, and a parking lot.

D. Neighborhood Parks

Reama Park (.75 acre)

The County originally developed this park in the '1940's by installing fencing and playground equipment. The City added a restroom and improved its appearance in the early 1960's. Located near the beach at Second and Elder Streets it is primarily used by pre-school and elementary school age children and their parents. Facilities include picnic tables, tot lot and turfed play area.

Westview Mini-Park (1 Acre)

Bayside Mini-Park (3 Acres)

These two parks were constructed at Westview and Bayside Elementary Schools. A Community Recreation Agreement was entered between the City and South Bay Union School District. Total construction cost of the mini-parks was \$39,283. A federal grant of \$15,805 from the Department of Housing and Urban Development helped finance these parks. Construction and development was accomplished by work forces from the City and School District. The parks include picnic facilities, tot lots and turfed play areas.

Community Centers

Other recreational facilities include Mar Vista Senior Citizens Center and the Community Center located in the Civic Center. In addition, the City operates a summer swimming program utilizing the School District facility at Mar Vista High School. The District is provided monies by the City for maintenance of the pool in exchange for use during the summer months.

E. State and Regional Parks

There are two state parks very close to Imperial Beach, and two major county regional parks are planned near Chula Vista. Silver Strand State Park to the north provides ocean and bay aquatic activities. Borderfield State Park is just south of Imperial Beach. This 390-acre site adjoining the ocean and international border is characterized by a 6,000 foot long beach and a natural wildlife estuary. Future expansion will include an environmental interpretive nature study center, a park office, an international border plaza and a campground for 260 persons.

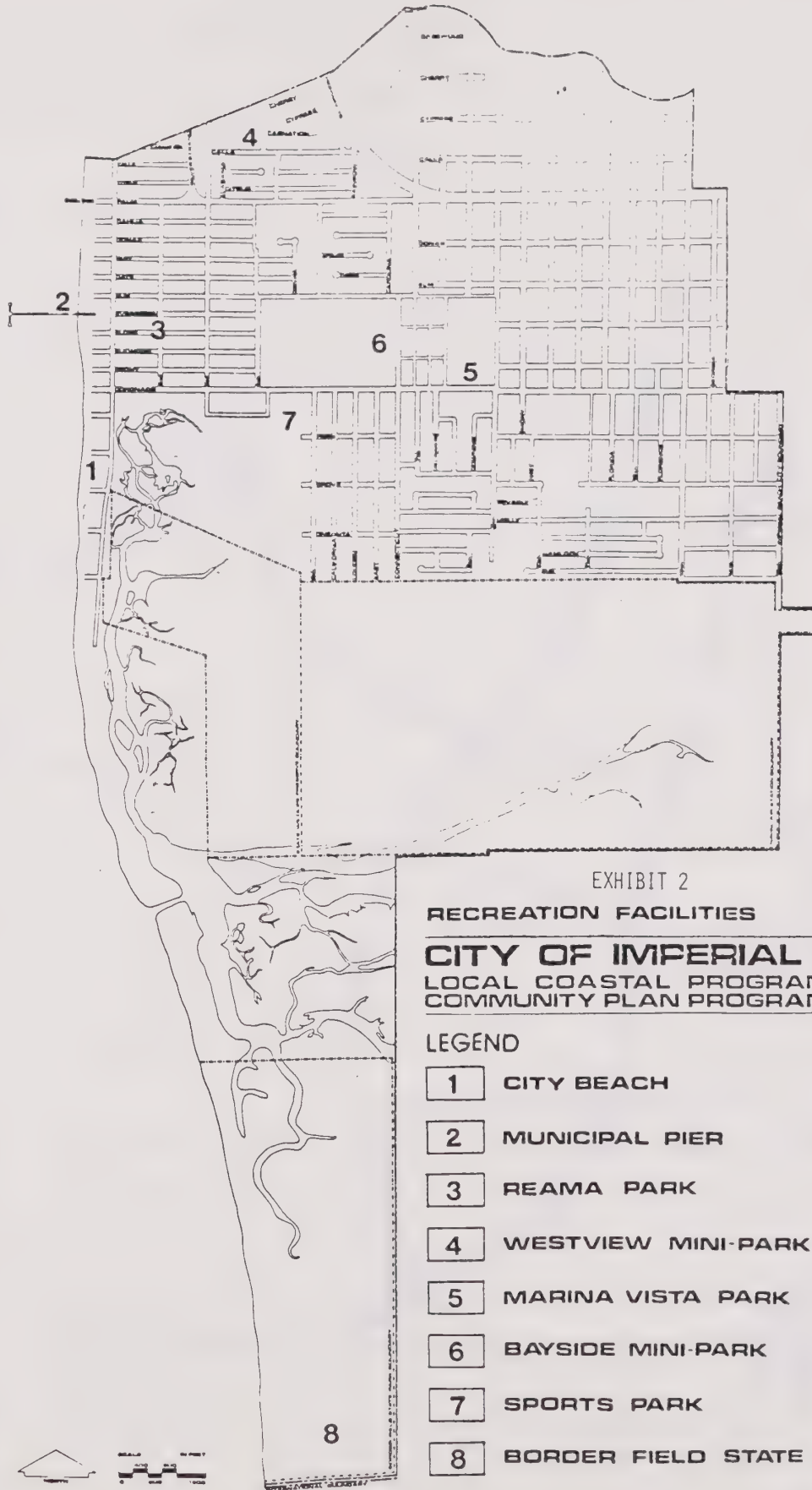


EXHIBIT 2

RECREATION FACILITIES

CITY OF IMPERIAL BEACH LOCAL COASTAL PROGRAM COMMUNITY PLAN PROGRAM

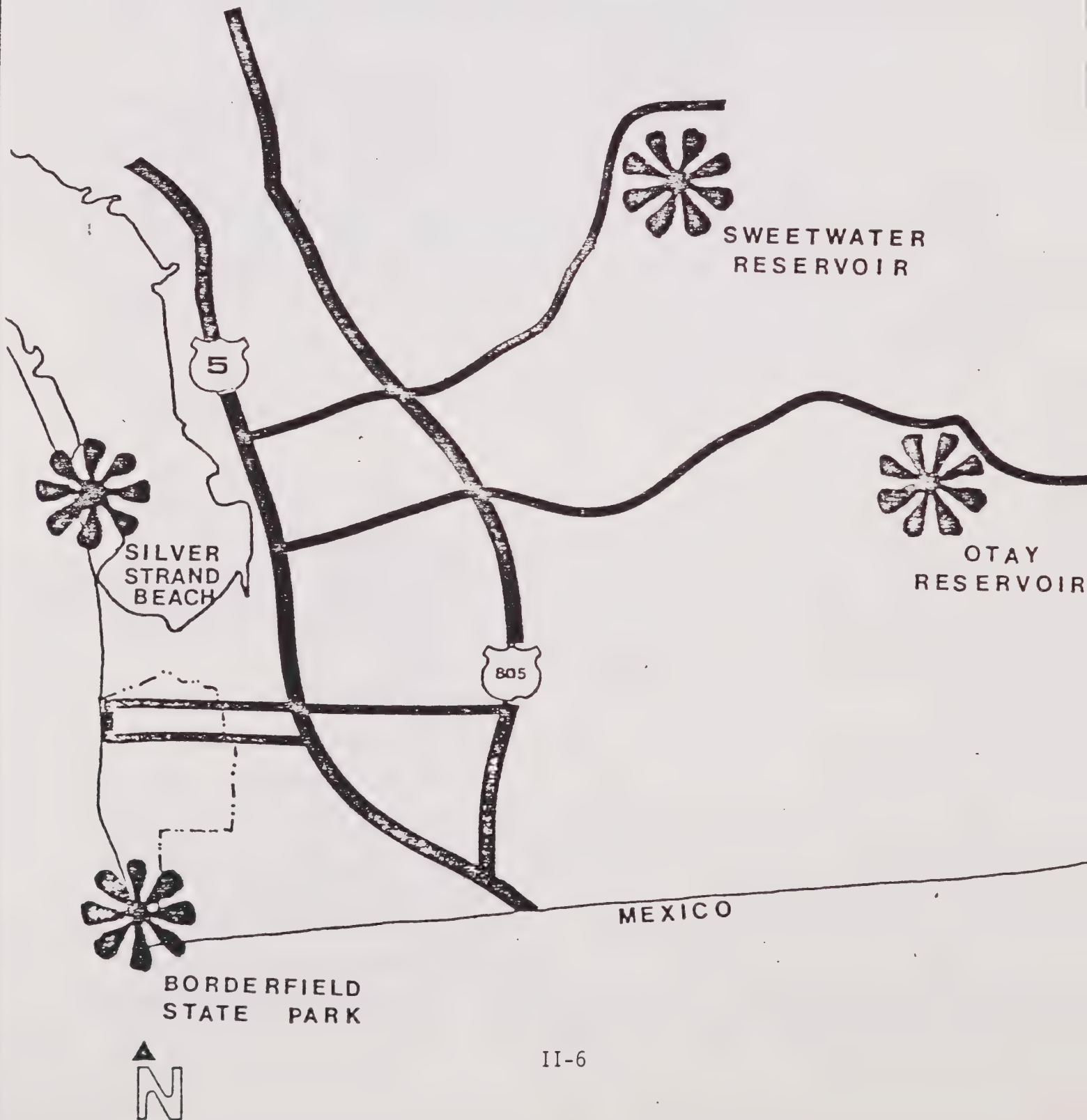


LEGEND

- 1** CITY BEACH
- 2** MUNICIPAL PIER
- 3** REAMA PARK
- 4** WESTVIEW MINI-PARK
- 5** MARINA VISTA PARK
- 6** BAYSIDE MINI-PARK
- 7** SPORTS PARK
- 8** BORDER FIELD STATE PARK

EXHIBIT 3

IMPERIAL BEACH
MAJOR REGIONAL
RECREATIONAL FACILITIES



The proposed Sweetwater Regional Park near Chula Vista includes Sweetwater Lake and the Sweetwater River flood plain area up to Interstate 5. The park will contain approximately 5,900 acres and will be a major hub facility for the southwest county area. The Park is proposed for general recreation, water recreation and cultural facilities.

F. Commercial Fishing and Boating

A single sports fishing facility presently is operated from a leased space at the end of the Municipal Pier. While no commercial fishing operations exist at present, Imperial Beach is reported to be located in an area of excellent sport and commercial fishing opportunities. According to the National Marine Fisheries Service, within close proximity to Imperial Beach are (1) major California halibut fishing areas; (2) major marlin and swordfish fishing areas; (3) excellent general fin fish fishing including rockfish, kelp bass, sheephead, white sea bass, black sea bass, barracuda and bonito; and (4) areas of good shore fishing.

Based on the above data, the potential for increased commercial and sport fishing exists. The major constraint is that there are presently no facilities for docking the required fishing vessels except in the San Diego Bay. Additionally, little vacant land exists near the shoreline of adequate size to locate necessary support facilities such as packing plants, storage and shipping operations, etc.

The waters adjacent to Imperial Beach lie within a major area of boating activity. For some years, the City of Imperial Beach has expressed a desire for boat launching facilities. Recently, the City Council authorized the development of Catamaran launching facility at the Palm Avenue Street ending adjacent to Groin #2.

Otay Reservoir is one of the more strategically located major water bodies in the County southwestern region. It is planned for high capacity water and general recreation activities. The total park average projections exceed 3000 acres with the expectation that the Otay Reservoir area will be very popular for the people in the southwest County area. Otay Reservoir is also a very logical plan for high capacity equestrian activities, being in the center of a large horse population in the County.

G. Visitor-Serving Support Facilities

Imperial Beach's coastline is equivalent to that of the City of Coronado. Yet, while Coronado possesses numerous recreation and visitor-serving facilities and is a noted resort area, Imperial Beach is not a typical visitor destination. In the northern one-third of the coastal area in the City existing development includes single-family dwellings, duplexes and apartments located throughout the beachfront area; predominantly small business uses located along First Street between Palm and Coronado Avenues, plus a commercial strip of small businesses located along Palm near the beachfront (see Land Use Element). The residential uses and general quality of businesses in the beachfront area lend little support for visitors to the area.

Additionally, the City has only five hotels/motels with a total of 136 rooms. None of these five businesses is designated as a Class "A" facility by the San Diego Convention and Visitors Bureau. Class "A" facilities are those with full services: restaurants, laundry, room service and meeting rooms. Table II summarizes existing hotel/motel facilities. Additional facilities and needs are described in the section to follow.

TABLE II

Visitor-Serving Facilities

NAME	NO./ROOMS	FACILITIES	ROOMS WITH KITCHENS	COMMENTS	RENTED BY
Pacific Sands Motel	10/11	0	5	One room used as office	Day-Week-Month
Sea Motel & Apts.	3/22	0	22	On water. Three rooms as motel/Rest apts.-studios	Day-Week-Month
Surfside Motel	36	Pool/Laundry	26	Ocean	Day-Week-Month
Travel Lodge 1B	28	Pool	0	Rent weekly in off season.	Day-Weekly
El Camino	25	0	0		Day-Weekly-Month

SECTION III: NEEDS AND CONSTRAINTS

This section enumerates the various needs and constraints which should be addressed in order for Imperial Beach to achieve its full potential as a coastal community with adequate recreation and visitor-serving facilities.

A. City Beach Access and Improvements

In regards to the City-owned beachfront; while it is highly accessible either via the Municipal Pier or the several streets which run perpendicularly to the beach, several facilities are lacking. Besides the presently available facilities, additional drinking fountains, benches, walkways and showers would add to the attractiveness of the beach. Also, the majority of beach area needs to become more aesthetically pleasing, not only to visitors, but to the local residents. A comprehensive set of pedestrian pathways and appropriate landscaping is also presently lacking, even though a boardwalk extended from the Pier in either direction along the beach until the late 1950's. Such a beach-side pedestrian walkway would tend to increase the area of visitor accessibility to the beach (see Shoreline Access Element).

B. Municipal Pier

The Municipal Pier, located at the end of Evergreen Avenue, provides the focal point for Imperial Beach's coastal recreation area. In 1978 an estimated 302,000 people visited the pier, up from an estimated 249,000 in 1976. While the pier continues to receive heavy and increasing usage, several improvements are needed to increase its safety and attractiveness as a recreational facility.

- The pier is in need of a major renovation in order to maintain the structural soundness of the pilings and other foundation materials.
- The existing asphalt surface of the pier is in need of repair and should be replaced with a more aesthetically pleasing material which will be suitable to both pedestrian and vehicular traffic.

- The handrails along the pier should be improved and replaced if necessary.
- The existing structures at the end of the pier are in need of renovation. The design of the renovated buildings should be in conformance with the architectural theme adopted for the whole beachfront area.
- In order to improve fire safety on the pier, the watermain in this area should be replaced.

Improvements to the attractiveness and feeling of safety of the municipal pier and adjacent beach area for residents and for visitors is dependent on several factors. First, an improved vehicular and pedestrian circulation system with additional parking facilities for the beach and pier area are needed. The need for additional parking has been expressed as a matter of top priority by the Citizens Review Committee. Second, there is a need and desire for the provision of beach support facilities and quality beach-oriented shops and restaurants. A number of vacant parcels are located in immediate vicinity of the municipal pier. The existence of these vacant parcels offers an opportunity for providing additional beach support facilities and beach-oriented shops and restaurants. Finally, improvements to the attractiveness of the municipal pier area must involve the development of an inviting physical environment with enhanced ocean vistas (see Shoreline Access Element).

C. Existing Park Standards

Imperial Beach has no adopted official Parks and Recreation Standards. In the Tentative Master Plan for Parks and Recreation of 1966 and the Imperial Beach General Plan of 1990, the standard of five acres per 1,000 population was recommended. The N.R.P.A. also recommends this standard. Attainment of this standard would require the acquisition of an additional forty-nine acres just to serve the existing population, a proposition not attainable because the City simply does not have forty-nine acres of vacant land suitable for parks. In addition to the lack of vacant land, there are several other reasons why Imperial Beach should adopt lower and more realistic standards. These include:

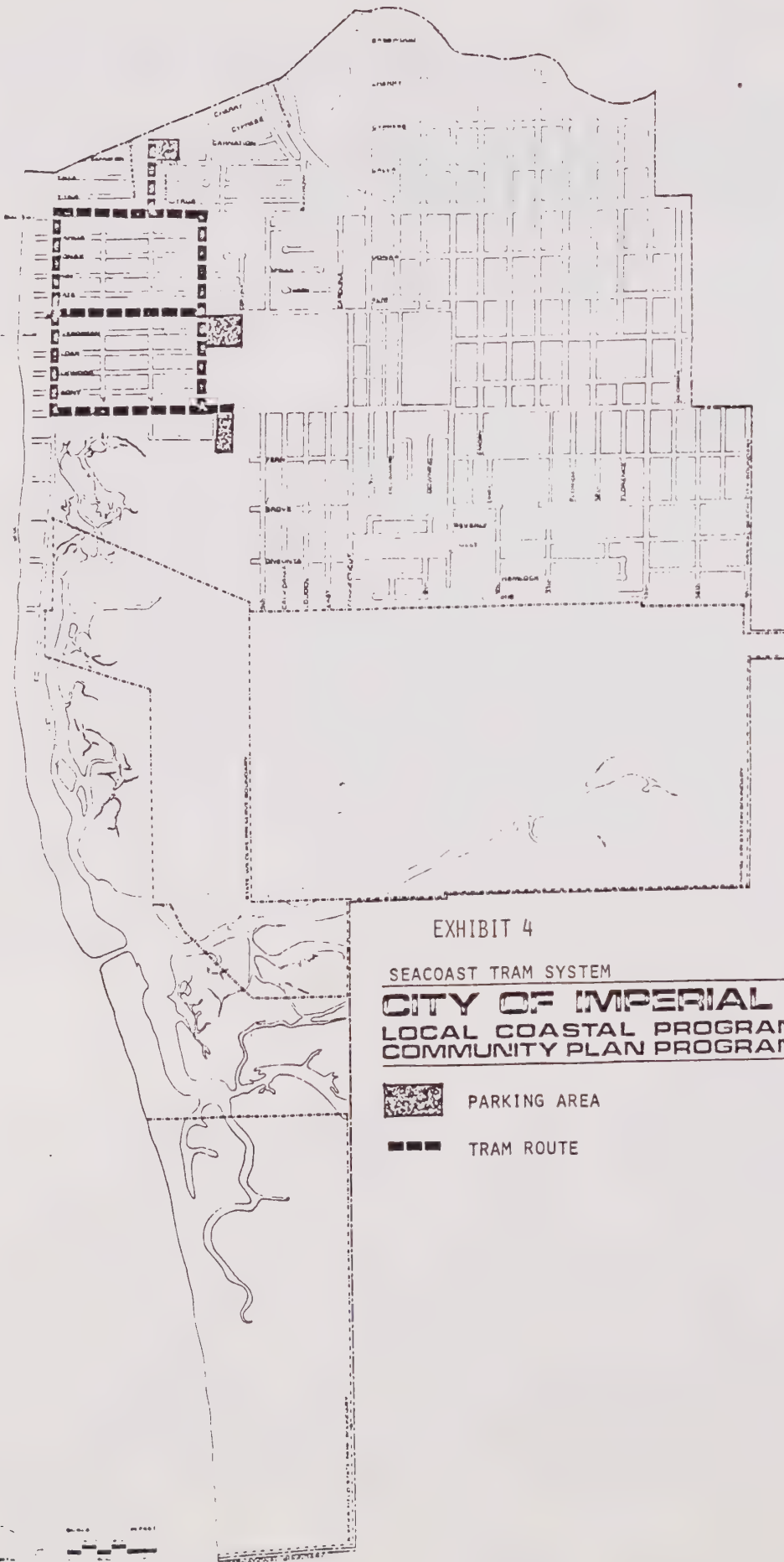


EXHIBIT 4

SEACOAST TRAM SYSTEM

CITY OF IMPERIAL BEACH
 LOCAL COASTAL PROGRAM
 COMMUNITY PLAN PROGRAM



PARKING AREA



TRAM ROUTE

- The passage of Proposition 13, which severely restricts the economic ability of the City to purchase additional park land, as well as the ability to maintain and operate these new parks.
- The existence of two state parks in the immediate area (Borderfield and Silver Strand State Parks).
- The existence of the beach as a major size recreation facility in the City.

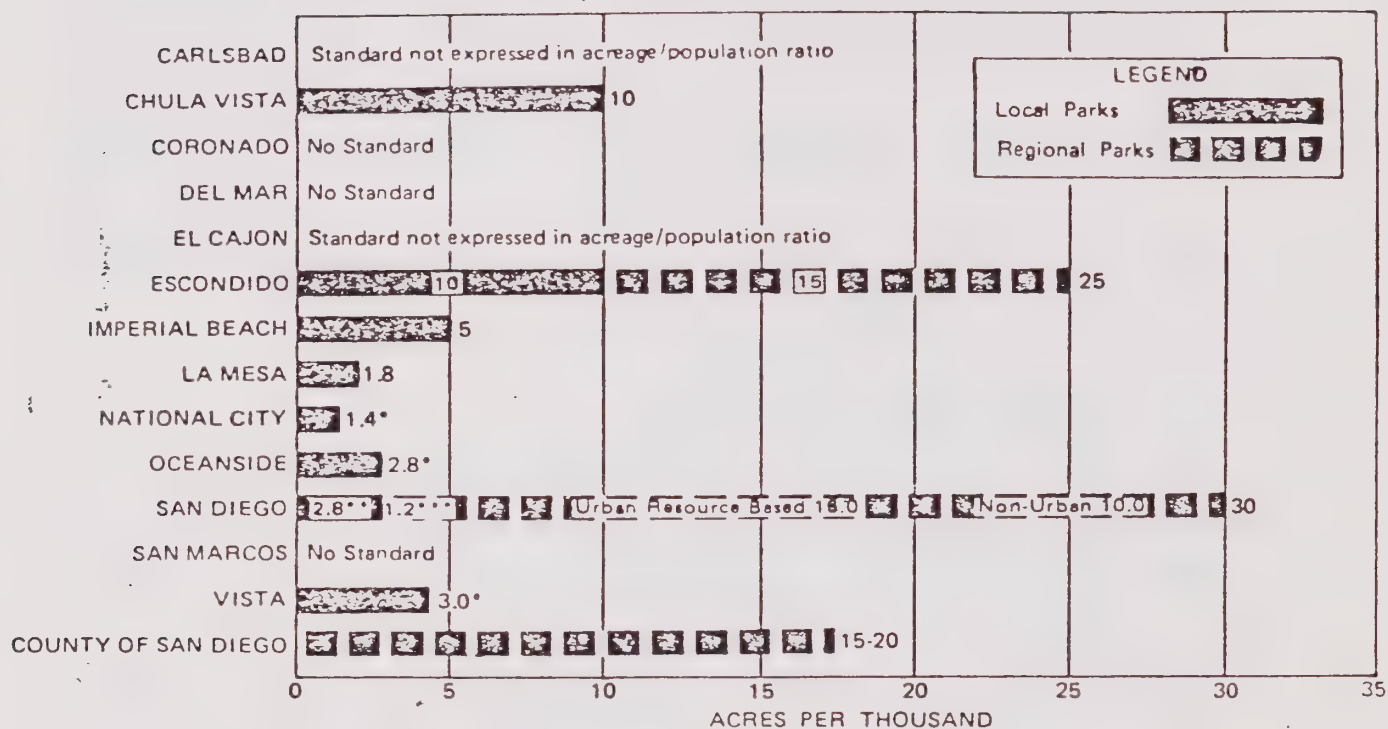
A summary of how the City of Imperial Beach fares in comparison to other cities is shown in Tables 2 through 4.

D. Vehicular Circulation and Parking

As stated previously, vehicular traffic and parking improvements are needed to enhance beach access. Traffic congestion occurs along Palm Avenue, First Street and Ocean Boulevard during the peak periods of pier and beach use. As the demand for additional recreation and visitor-serving facilities increases, and as more facilities become available, even higher levels of congestion are likely to be encountered. An improved traffic circulation system is therefore needed in order to adequately serve the beach area. A prime means of reducing congestion is to provide parking away from the beach and providing public transportation between public parking and the beach area. Other means of improving traffic circulation include creating a system of one-way streets (e.g. Ocean Boulevard north bound and First Street south bound), reduction of curbcuts, the closing off of some cross streets and the elimination of on-street parking.

The provision of adequate beach parking has been identified as a major concern in Imperial Beach. At present, the only off-street public parking provided in the beach area are the 135 spaces in the parking lot adjacent to the Municipal Pier. All other parking is along streets adjacent to the beach area. This tight parking situation leads to significant congestion, especially on weekends, and a resultant reduction in the accessibility of the beach to non-resident visitors. On-street parking can accommodate only about 900 automobiles, including those of residents. The existing "Preliminary Oceanfront Plan" provides for an additional 865 spaces of public off-street parking in three locations (Exhibit 4). It is proposed that this parking be linked to the beach area, and especially the Municipal Pier, by a public tram system.

Table IV
PARK STANDARDS
(Acres per 1000 Population)
(1971)



* Approximate: Derived from General Plan population and park acreage data.

** Neighborhood and community.

*** Miscellaneous

Source: County of San Diego

Table II

1970 LOCAL PARK ACREAGE*

San Diego Region

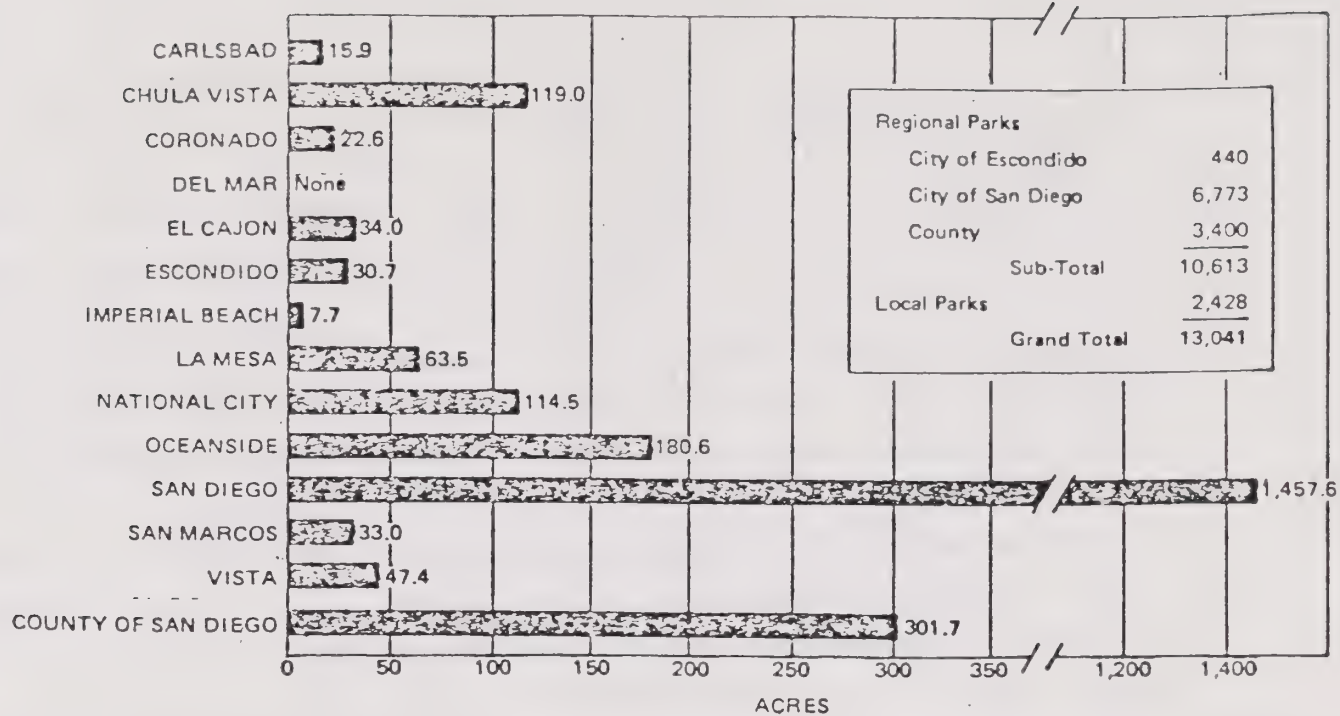
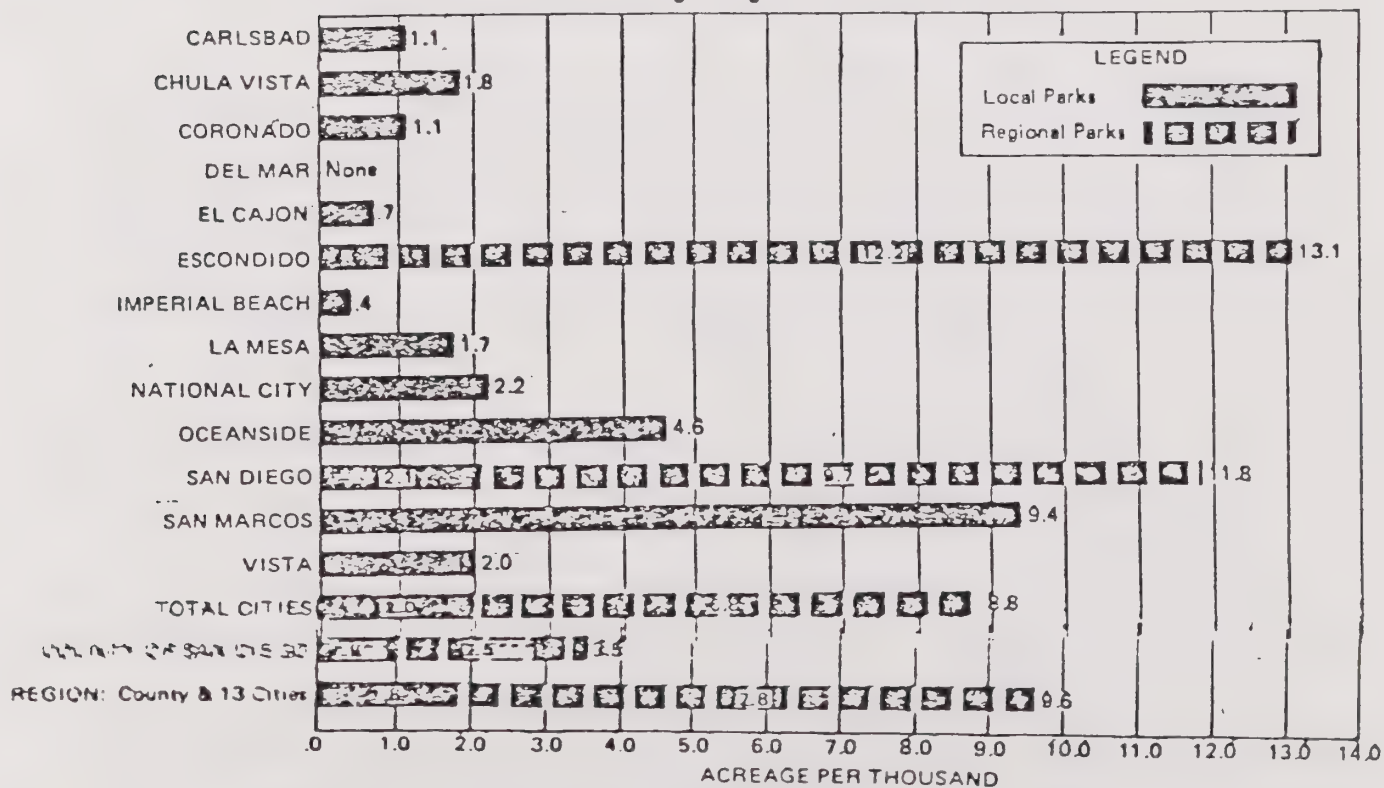


Table III

1970 PARK ACREAGE* (Per 1000 Population)

San Diego Region



* Does not include golf courses or beaches except where part of regional facility.

** Unincorporated Area

*** Total County

Source: County of San Diego

E. Visitor-Serving Support Facilities

Existing support facilities such as motels, hotels, restaurants and shops do not presently meet the needs of the beach visiting population. The area with the most potential for locating additional visitor-serving facilities is the area in the vicinity of the municipal pier along First Street. This area possesses a large percentage of the City's remaining urban vacant land combined with an existing focal point for development, the municipal pier.

Since vacant land is in short supply in the immediate beach area, care must be taken to locate support facilities in such a manner so that those which are most dependent on beachfront business receive priority in locating on or near the beach. Mixed uses should also be considered, such as first floor shops and second story motel/hotel facilities. The focus of commercial support facilities should be on the municipal pier area with secondary centers at Palm Avenue and Imperial Beach Boulevard. Of prime concern is the provision of first class hotels or motels and a wide range of eating establishments. Specialty shops should also be encouraged.

Development of additional visitor-serving facilities is dependent on many of the same factors as the municipal pier for improvements to attractiveness and feeling of safety. Discussed first under *Municipal Pier*, these factors are: a need for an improved vehicular and pedestrian circulation system with additional parking facilities; a need for the provision of beach support facilities; and the need for an inviting physical environment which provides ocean vistas. Development constraints include: (1) the distance of the area from major market and growth areas combined with the lack of an industrial/manufacturing base; (2) the existence of numerous small parcels in the beachfront area (making land assemblage a problem for any large-scale development), complicated by a fragmented and diverse pattern of land ownership; (3) the extensive coverage of the general beachfront area by a grid system of streets and alleys (further constraining development opportunities); and (4) the relative distance of the area from the major traffic source (Interstate 5) as opposed to more limited traffic exposure along Highway 75.

F. Design Considerations

The beach area lacks a strong unifying, aesthetically pleasing theme which would serve to attract visitors. In order to counter this problem, the City has adopted an "English seacoast" architectural design theme for the beachfront. This theme should also be extended to public right-of-way improvements, landscaping and lighting. The focal point of the whole beach area should be on the pier area, and all design elements should pull people towards the Pier. Since a large amount of vacant land, however, is lacking around the Pier, many visitor-oriented facilities which do not require immediate access to the beach should be located in existing commercial areas. Finally, in order to accentuate access to the beach at other points than the Municipal Pier, secondary focal points in the small concentrations of beach-oriented business should be provided at the west end of Palm Avenue (Highway 75) and Imperial Beach Boulevard. Further details are outlined in the Community Design Element.

G. Interface Between Beach and Environmentally Sensitive Areas

Recreation areas are frequently sited near environmentally sensitive habitat areas such as sloughs, marshlands and estuaries. Lack of adequate patrol staff to properly safeguard such areas as the Tijuana River Estuary and the Oneonta Slough has resulted in recreational trespassing and resulting damage to sensitive wildlife habitat areas. Educational signs and well designed fencing should reduce potential problems in this regard.

H. Conflict Between Recreational Uses

Since the beach area is highly suitable for a wide range of recreational activities, such as sunbathing, swimming and surfing, some conflict between these activities may arise. This is especially the case with swimming and surfing -- two frequently incompatible activities. Such conflicts should be closely controlled, and well separated if necessary if the coastal recreational areas are to support a wide range of activities. Limiting hours and specific areas for surfing activity has served to reduce such conflicts in other coastal communities.

SECTION IV: GOALS AND POLICIES

A. Local Park and Recreation Facilities

A part of the citizen's proposed policy plan dealt with the issue of the need for parks within the City. The following factors were an important consideration in the development of the proposed policy:

- The impact of Proposition 13 on the economic viability of the existing park system, let alone the potential ability of the City to develop and maintain additional park areas.
- The existence of the City Beach Park (33 Acres), the State Park (Borderfield), and the wildlife preserve.

The impact of these two factors resulted in a strong orientation to minimize the development of new parks and maximize efforts to upgrade and maintain existing facilities. Policies proposed include:

- General Policy

The City should maintain and improve existing parks and facilities.

- Specific Policies

--The City shall endeavor to provide, develop and maintain parks of various types and sizes to provide a variety of recreational facilities and activities for persons of all areas of the community.

--The Parks and Recreation Element of the General Plan should be developed with respect to adopted standards for the type, distribution and size of all parks. An attempt should be made in the overall General Plan program to formalize the desired locations for the various types of parks and recreational facilities and a priority schedule established for the acquisition and improvement of all proposed parks.

- Various local or neighborhood parks should be designed and improved so as to meet the specific needs of existing and future residents within the area to be served. Priority consideration should be given to developing facilities which will encourage active recreational use of parks.
- The usage of areas such as flood plains and land previously dedicated in lieu of parks fees should be studied as to the type of development and research should be accomplished to determine the best methods of financing the development of these areas in the near future.
- Provide additional public information directional signs to public recreational facilities.
- Develop provisions for community gardens with possible emphasis as buffers to environmentally sensitive areas.

B. Recreation and Visitor-Serving Facilities

The following are local and state goals and policies which relate directly to the provision of recreation and visitor-serving facilities in the Imperial Beach coastal area.

1. Imperial Beach Goals and Implementation Directives

● General Policy

The City will constantly strive to maintain and preserve the quality of the beach.

● Specific Policies

--The City shall make the provision of adequate parking (removed from the beach with alternative transit) the highest priority.

--Upgrade restrooms, parking and picnic facilities.

--A continuing sand cleaning program should be considered for implementation.

2. Coastal Act Goals and Policies

Coastal Act policies related to recreation and visitor-serving facilities are as follows:

Section 30212.5. Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.

Section 30213. (Part) Lower cost visitor and recreational facilities... shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

Section 30220. Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.

Section 30221. Ocean front land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided in the area.

Section 30222. The use of private land suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

Section 30223. Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

Section 30250. (c) Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors.

(See Policy Plan Element for additional related policies.)

SECTION V: IMPLEMENTATION PLANS AND PROGRAMS

The following specific actions are proposed to implement the policies of this section, to resolve the needs addressed in the previous sections and to further detail the recommendations contained in Section III.

A. Proposed Park and Recreation Plan

Based on (1) an evaluation of existing park facilities; (2) the ability of the City to afford the acquisition, development and maintenance of new park facilities; and (3) the availability of vacant land within the existing urbanized area. The following actions are recommended as to future park facilities:

1. The City should zone all park land shown on Exhibit II as Open Space for active recreational purposes.
2. Because of the existence of the public beach area and proximity of two state parks, it is recommended that the City concentrate on upgrading the recreational facilities and programs on existing park sites. There are two recommended exceptions to this proposal.
 - The City should consider the possibility of acquiring, if it becomes available, that portion of the existing salt ponds which lie within the City as a water-oriented marina or community park. Not only would this provide an additional park with facilities that are not now available to the City, but would also provide an opportunity to create a major visual entrance to the community.
 - If the Imperial Beach Naval Air Station should become available for urban development, a portion should be set aside for active recreational purposes. Also, a buffer should be provided between any proposed urban uses and the adjacent estuary.

B. Local Park/Recreation Facilities

The program outlined below is general in nature, but does set a definite trend in terms of scope. Once the City has more definitive data on future financial capabilities, or as the recreational needs of the community may change, the City

should continue to re-evaluate this element for potential amendments. The latter is particularly true in terms of additional park sites.

1. The City should evaluate its existing park system with an aim towards analyzing:

- The quality of existing facilities and how they might be upgraded.
- Continue to monitor existing recreation programs in terms of demand.

2. It is recognized that this element was prepared without detailed information on the recreational needs of Imperial Beach. Thus, it is not possible to organize specific design standards for facilities that are not readily apparent. With a parks plan as a basic system, however, it is possible to outline an approach to defining what types of recreational facilities and programs are desired. A general outline of steps to follow in determining need and the ability to financially support such facilities and activities is outlined below:

- Establish representatives from each neighborhood area as a means of soliciting local recreational desires.
- Develop a City-wide questionnaire to solicit objective opinion concerning the types of recreational facilities that should be located in the local park system. The responses should be tabulated by geographical area.
- Hold a public hearing to summarize these responses and permit additional public input.
- Develop a comprehensive package which outlines in detail the timing and types of facilities being proposed.
- Present the preliminary package to each neighborhood, again soliciting appropriate responses.
- Propose a financing mechanism which reflects the proposed facilities.
- Submit the proposal for approval.

C. Public Parking

The City should vigorously pursue the provision of additional public parking away from the beach area and the linking of these facilities with the beach through the use of a City operated tram, shuttle bus or similar conveyance. The cooperation of the San Diego Transit Corporation should also be sought in this regard. In order to provide even more parking for potential beach users, the City could explore with the South Bay Union School District the possibility of making available school parking facilities which remain largely unused during the weekend. A signing program should also be established to direct visitors to these lots.

D. Circulation

1. The City, in cooperation with other transportation agencies, should conduct an exhaustive circulation study of the beach area. Recommendations resulting from this study should be incorporated into the proposed beachfront specific plan.
2. Specific measures should be taken to separate pedestrian and vehicular traffic in the beachfront area. Recommended improvements include:
 - Introduction of colored, stamped concrete paving to warn motorists to slow at intersections with high volumes of pedestrian traffic.
 - Development of walking and driving surfaces with warm, earthy colors and rich textures which delineate their intended use.
 - Edges between walking and driving should be coarse in texture and darker to define the separation between conflicting uses.
 - Installation of uniformly designed graphic public information signs. The Citizen's Committee has recommended use of the whale which appears on the Municipal Pier sign.
3. Finally, the Circulation Element contains other specific actions which should be implemented in order to improve the recreational and visitor-serving capacity of the coastal area. These include potential financing mechanisms.

E. Zoning

The City of Imperial Beach's Zoning Ordinance currently has a zone district intended specifically for tourist related uses. The Commercial Tourist (CT) Zone, however, is presently not applied and includes commercial and residential uses as principal uses, while requiring a conditional use permit for commercial-recreational uses. The zone does not, therefore, adequately provide for recreational and visitor-serving facilities. The City should revise the present CT zone or adopt a new zone to provide for the adequate provision of commercial-recreational uses while limiting the industrial land uses which serve to hinder the development of the beach area as a prime recreational resource. In beach areas designated for residential uses in the General Plan, special beach oriented zoning requirements could be adopted in the zoning ordinance for the purpose of maintaining and enhancing the beachfront environment, both for residents and visitors.

F. Specific Plans

As proposed in both the Land Use Element and the Community Design Element, a specific plan should be adopted for the whole beach area. The specific plan should serve as a mechanism for establishing precise and detailed land use and design guidance for the beachfront community. Both the Land Use and Community Design Elements contain detailed descriptions of what the specific plan should contain and how it should be used.

G. Design of Visitor and Recreational Facilities

The City should research and adopt, following extensive public discussion, a detailed and comprehensive set of design criteria for the whole beach area in order to increase its attractiveness as a significant recreational resource. The Community Design Element contains interim design policies which should be implemented at the earliest possible date followed by more detailed and refined design guidelines as they are developed. Such guidelines can be implemented through the auspices of a special zoning district, guidelines adopted by City Council resolution, through a specific plan, or a combination of these and other public policy vehicles.

H. Increase Tourist Related Commercial Land Uses

The City and its business community should take direct action to increase the amount of tourist oriented businesses both along the beachfront and inland. Businesses which rely on immediate access to the beach, such as concession stands, small restaurants oriented to beach goers, specialty shops and bait shops should be given priority in locating close to the beach. Other businesses which rely on tourist trade, such as motels, hotels and dinner restaurants, but not an immediate access to the beach, should be encouraged to locate in already existing inland commercial areas.

Additional acreage devoted to tourist-oriented commercial enterprises must be allocated with great sensitivity to the locational needs of such businesses and the need to create a quality beach-oriented community. In this regard, it is recommended that:

1. A detailed economic study be undertaken to analyze with a high degree of preciseness the locational needs of beach-oriented businesses;
2. Future beach serving commercial uses be oriented toward serving a pedestrian clientele, as in the development of a boardwalk fronting the beach lined with businesses near major activity hubs and high quality residential uses between the commercial uses.
3. The most intense concentration of beach serving commercial uses should be concentrated around the Municipal Pier with secondary nodes at the western ends of Palm Avenue and Imperial Beach Boulevard.
4. If the Federal Government should ever relinquish the Oneonta Slough for uses other than open space, the City has recommended that such area be considered for development of a marina. Details and conditions applicable to such use are described in the Land Use Element.

I. Sensitive Estuarine Areas

As the beachfront area of Imperial Beach receives increased tourist and resident usage, it can be expected that increased recreational intrusions into the sensitive wildlife habitat areas of the Oneonta Slough and the Tijuana River Estuary will occur. In order to avoid irreversible damage to these sensitive areas, a strong public program should be established to deter such intrusions. Included in such a program might be a series of public information signs, well designed barriers which will inhibit intrusions, while pleasing to the eye, and the drastic reduction of beach facilities such as fire rings, lifeguards and restrooms south of Imperial Beach Boulevard.

J. Development of a Pedestrian Boardwalk

Ocean Boulevard, currently a "paper" street, should be converted into a broad pedestrian walkway with abundant landscaping, a boardwalk or similar attraction and beachfaring businesses. The proposed beach area specific plan should treat such a facility and its ultimate implementation in great detail. Measures to implement such a plan might include the creation of a special assessment district, requiring developers to participate as new development or redevelopment occurs along the beachfront, the setting aside of increased sales tax revenues resulting from additional business activity in the beachfront area, the levying of a special parking fee at the proposed new public parking lots or a combination of the above.

K. Public Participation

The progressive and aggressive, development of a healthy and economically viable tourist recreation-oriented community in Imperial Beach will require the active support of all segments of the community. Local government cannot be expected to go alone. Therefore, in the development of more detailed plans and specific programs, the City should ensure that as many parties as possible are involved. This will help create local support for future actions, and a strong constituency for the future development of Imperial Beach's recreation and visitor-serving facilities.

PUBLIC FACILITIES ELEMENT

JUNE 1981

PUBLIC FACILITIES ELEMENT
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SECTION I: INTRODUCTION AND SUMMARY

A. Introduction

The scope of this element of the Imperial Beach General Plan encompasses facilities that are controlled by the City through direct administration or contractual agreement, and facilities provided as obligatory services by other public agencies. Excluded are public facilities that fall directly within the scope of other elements of the plan (Parks and Recreation, Circulation).

The Public Facilities Element is also intended to serve as the Public Works Component of the Local Coastal Plan. This is because the contents of this Element are identical in scope to those required by the California State Coastal Act for the Public Works Component. Analyses, policies and plans dealing with circulation and recreational facilities required for the Public Works Component are contained in the Circulation Element and the Parks and Recreation Element respectively.

Following the policies set by the citizens in the City's policy plan, also excluded are facilities considered to be within the province of private concerns or already sufficiently provided by public and private entities.

B. Summary of Findings

The focus of this Element is on the facilities and services most essential to the functioning of the City. The nucleus of the City, the Civic Center complex, in addition to City administrative facilities, includes other uses such as a community center, police station and fire facilities.

The provision of contracted and obligatory services and facilities is largely dependent upon successful communication of the City's needs and desires to the applicable agencies. It has been suggested that the City consider the formation of a committee to assist City staff in the performance of this vital liaison work.

Library services will continue to be provided by the County of San Diego Public Library System in accordance with the needs of the residents.

Sewer, water and storm drainage services were originally masterplanned based on a considerably higher population and therefore will be adequate for the future needs of the City. Servicing of new development should be on a connection fee basis calculated to cover the capital costs of providing sewerage facilities to the particular development.

In summary, given the situation of managed growth as being experienced in the City of Imperial Beach, it appears that most public facilities and services will adequately meet the needs of the City.

SECTION II: INVENTORY OF PUBLIC FACILITIES

The public utilities and service system is one of the most important considerations in urban development. Urban development and growth is dependent upon the availability of public utilities and services. Conversely, expansion of these is dependent upon thorough urban planning which in turn is an extension of appropriate and well-reasoned land use analysis and proposal. The location of existing public facilities are indicated on Exhibit 1. The facilities and networks which make up the public works "infrastructure" are generally considered as the foundations upon which activity areas are facilitated and maintained. In the case of Imperial Beach, the infrastructure may be one of the primary criteria for determining future growth of activity areas.

The scope of this element encompasses facilities that are controlled by the City, either through direct administration or contractual agreement, and facilities provided as obligatory services by other public agencies.

The City of Imperial Beach's infrastructure is similar in composition to most of the cities of Southern California and is comprised of the following facilities:

- Civic Center
- Fire Protection
- Police Protection
- Public Schools
- Library Services
- Health Services
- Lifeguard Services
- Public Utilities

Generally, the City of Imperial Beach is being adequately served by its public works infrastructure. Various infrastructure functions, however, are not without problems and/or deficiencies. The following sections discuss in greater depth each of the infrastructure systems and the respective agencies responsible.

- Civic Center/City Yard

The majority of municipal facilities of the City of Imperial Beach, including the police and fire departments are located in the Civic Center Complex. This complex, on Imperial Beach Boulevard, is centrally located in the community and comprises approximately 2.7 acres.

The City Yard was relocated to its present location on Cherry Avenue from its previous location on a fill area on the Oneonta Slough. These facilities house the City maintenance and operations personnel and equipment.

- Fire Protection

The City of Imperial Beach Fire Department is located in a newly constructed facility in the Civic Center on Imperial Beach Boulevard. At present, there are 12 full-time fire suppression personnel, 2 CETA trainees (this program is to be terminated May, 1980), a Fire Chief and an Assistant Fire Chief. The equipment consists of a 1500 gallons-per-minute (GPM) pumper backed up by a 20-year-old 1000 GPM pumper. The Fire Department also provides ambulance services for the City. Operating in three shifts, at least four men are on duty at the fire station at all times. Department representatives state that the average emergency response time from the station is approximately 2.5 to 3.0 minutes. The entire city is located within a 5-minute response time contour. If additional help is required, the department has back-up help from three areas: (1) a recall system is used whereby off-duty fireman are contacted via a pager; (2) a small voluntary fire suppression unit comprised of civilians, also contacted by pager; and (3) a mutual aid agreement with neighboring community fire departments.

There are several nationwide organizations which rate communities and areas for fire insurance purposes. These organizations set fire insurance rates according to the quality of fire protection and the fire resistant characteristics of buildings. Each city or community is evaluated according to adequacy of the water supply, the fire alarm system, fire prevention activities, structural conditions, the fire department and the building department. The rating system utilized for Imperial Beach is the "Grading Schedule

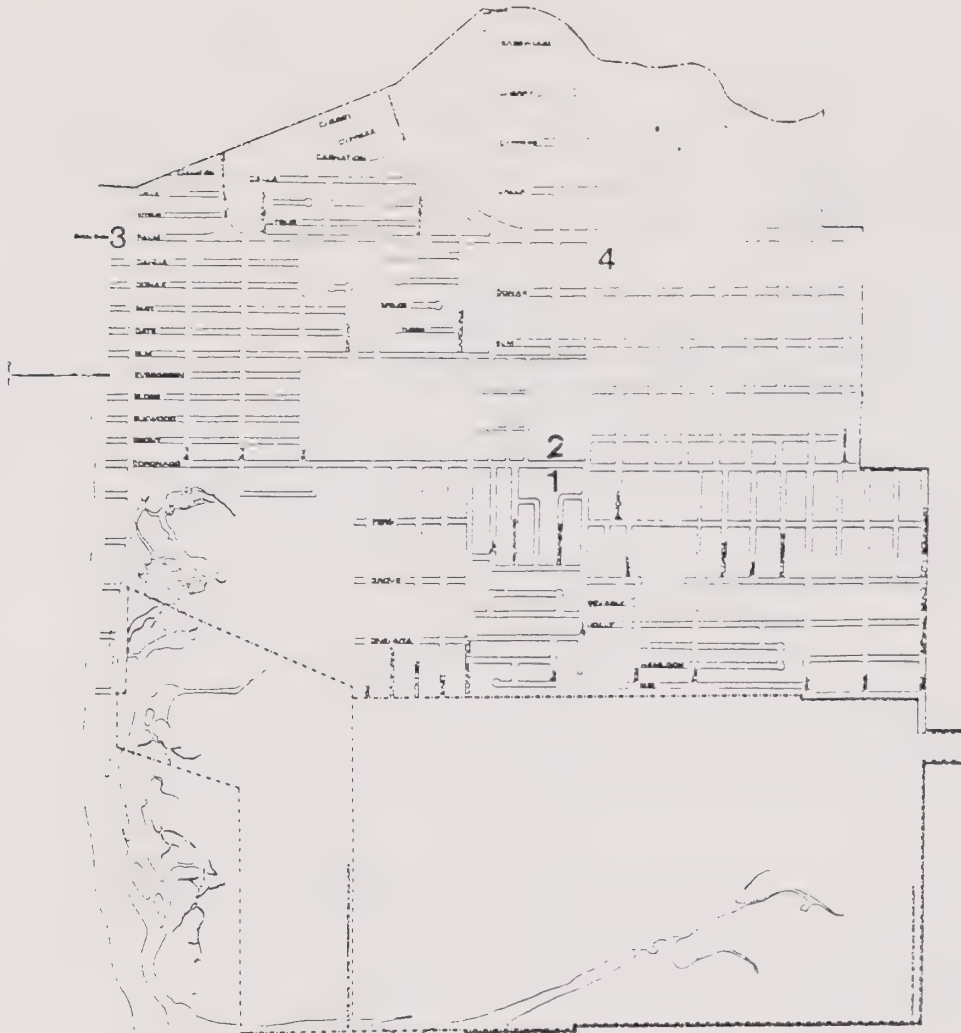


EXHIBIT 1

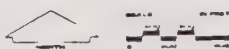
PUBLIC FACILITIES

CITY OF IMPERIAL BEACH
 LOCAL COASTAL PROGRAM
 COMMUNITY PLAN PROGRAM



LEGEND

- 1** CIVIC CENTER (COMMUNITY CENTER, POLICE AND FIRE DEPARTMENT)
- 2** LIBRARY
- 3** LIFEGUARD DEPARTMENT
- 4** POST OFFICE



for Municipal Fire Protection" designed by the Insurance Services Office (ISO), New York, New York. Imperial Beach rated a Class 6 on a scale of one to ten with one being the best and ten the worst.

ISO standards indicate a desirable personnel to population ratio of 1.5 firemen to 1000 inhabitants, which for Imperial Beach works out to be 33 firemen. At present, the City has 12 permanent (fire fighting) personnel, or a ratio of .7--far below the ISO standards. There are no extra personnel to fill in for vacation time and sick leave, thus off-duty firemen must be recalled to fill-in the vacancies.

Of equal concern is the apparent inadequacy of the fire fighting vehicles. The 20 year old 1000 GPM pumper barely meets set standards, and maintenance costs increase yearly. Limitations of both vehicles prohibit the departments from handling a fire in a structure over 35 feet in height. The City codes allow building heights up to 60 feet in some areas (R-4 zone), and configurations of some multi-dwelling units sometimes require additional height of fire fighting apparatus. A truck with an elevating boom could prove to be a valuable piece of fire-fighting equipment.

The City has no central alarm system, however, Mar Vista High School is connected to a private alarm system enterprise. The other schools (public and private) in Imperial Beach should also seriously consider this alternative.

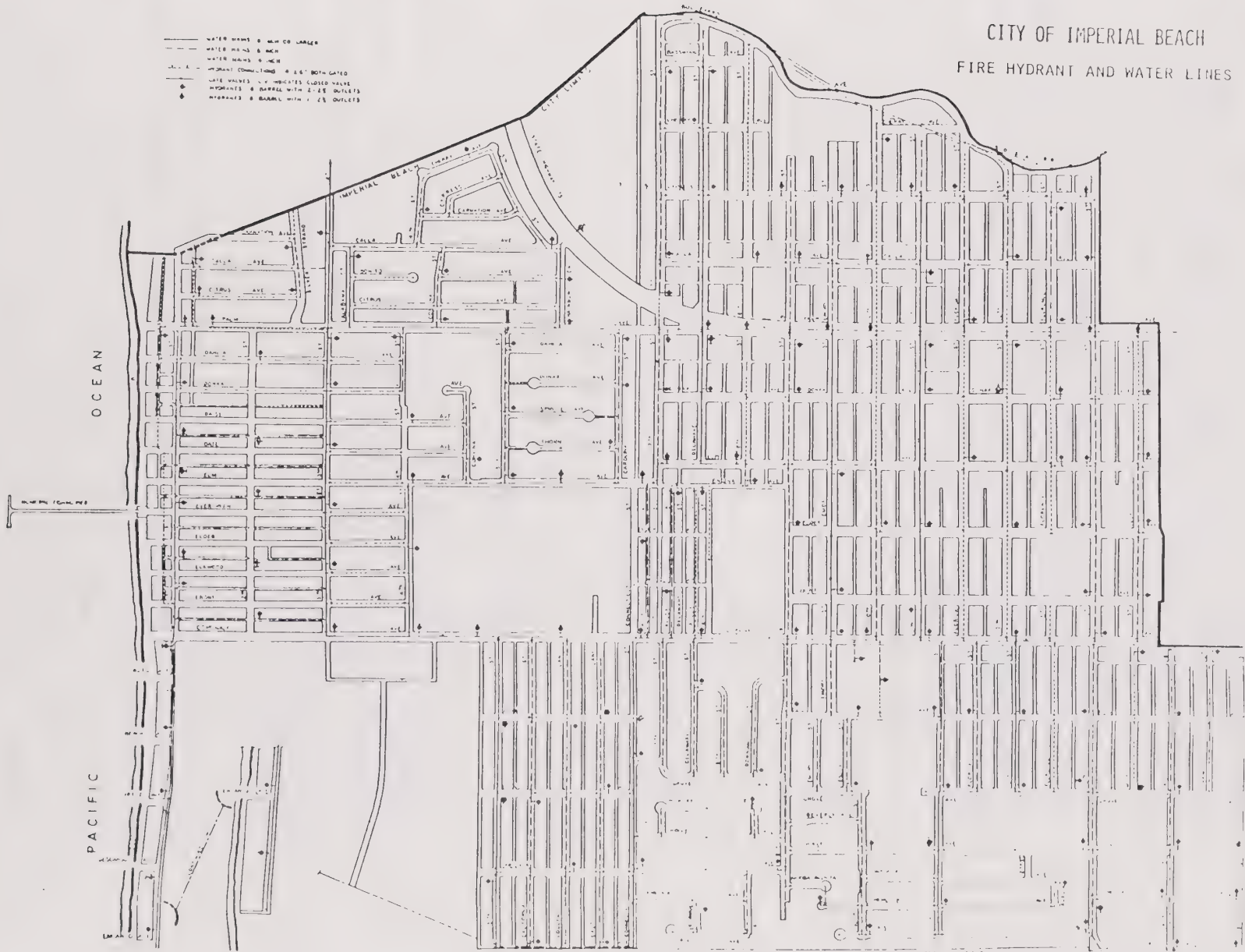
The municipal pier, a main attraction in Imperial Beach, has a 3-inch line that extends to the end of the pier with a capacity of 250 GPM. The pipe is badly corroded and should be replaced, possibly with a 4-inch line that would increase the flow to 500 GPM and give more adequate fire fighting abilities.

Exhibit 2 illustrates the water main and fire hydrant schematic for the City. The Fire Department frequently evaluates the system as to its effectiveness, and makes alterations as deemed necessary, which usually entails the placement of additional fire hydrants.

EXHIBIT 2

CITY OF IMPERIAL BEACH FIRE HYDRANT AND WATER LINES

- WATER MAINS 8 INCH CO. LARGES
- - - WATER MAINS 6 INCH
- WATER MAINS 4 INCH
- HYDRANT CONNECTIONS 4 & 6" BOTH GATED
- WATER VALVES 1" V. INDICATES CLOSED VALVE
- HYDRANTS 4" BARREL WITH 2-1/2" OUTLETS
- HYDRANTS 6" BARREL WITH 1" & 1 1/2" OUTLETS



In the wake of "Proposition 13," and in light of increasing inflation factors, city governments and the various departments have found it difficult to maintain the same levels of service expected by the people without budget increases. In many cases, cities that are dependent upon property tax revenues have had to make budget cuts, sometimes across the board and sometimes aimed at specific departments (recreation programs are usually the first to go).

Many fire departments in efforts to retain the same levels of service and efficiency, have come up with innovative redesigns of their respective departmental structure. For example, given the limited number of personnel, two and three man attack teams are becoming more common, along with specially designed trucks that accommodate these small teams efficiently and effectively. A few beach communities, such as Huntington Beach and San Clemente, have non-contracted paramedics who serve in more than one role: They can serve three functions -- fire suppression, medical aid and in many cases, (in emergency situations) as the ambulance. One city, to help supplement the extra cost of their own paramedic program, charges a fee to those requiring medical aid. Generally, the fees cost more for those not residing in the respective community. The City of Imperial Beach, like many cities, utilizes contract paramedics. That is, a private paramedic/ambulance firm provides the services to the City on a purely contractual basis, much like any other subcontractor agent. This agent, Hartson's Ambulance Service, operates out of Chula Vista and state that their response time from that City is approximately 10 minutes.

Many cities, including Imperial Beach, have a reserve firemen system consisting of aspiring firemen or people who reside within the City and have civilian jobs but are given the same basic training as full-time firemen. For the most part, the motivating factors for providing their services are other than monetary compensation, which usually is nominal.

The area most open for innovation is newly designed equipment that, in essence, operates more effectively with less personnel. The trade-off being that new equipment (trucks, etc.) is generally expensive. Imperial Beach must identify and evaluate their needs and determine what alternatives are best to provide sufficient fire protection for their community at the least cost. In the final analysis, questions such as newer and better equipment and improved service personnel to population ratios can frequently only be responded to in fiscal terms. Cost/benefit analyses must be performed, revenue sources must be identified (or created), and priorities must be established before progress can be made.

● Police Protection

The City of Imperial Beach operates its own police services. The police station is located in the Civic Center on Coronado Avenue. Presently, the Police Department is comprised of twenty-two sworn personnel including the Police Chief. Professional standards indicate a desirable officer to population ratio of 1.5 policemen to 1000 inhabitants, which works out to 33 officers. The current officer/population is 0.9. A number of factors may contribute to this less than desirable ratio and a more thorough analysis of this situation must be performed before it can be said with any certainty what the problem may be.

The law enforcement equipment appears to be in good shape. The vehicles include 1 beach patrol truck, 6 patrol cars, 3 detective cars and a car for the Chief of Police.

In the past few years beach attendance figures, especially during the summer, has increased rapidly, which implies that an increase in law enforcement during the summer months may be necessary.

As with most of the City departments, the Police Department anticipates its workload to increase (because of the rise in visitor attendance and an increase in population) without its budget increasing accordingly. Unlike the Fire Department however, new equipment may not necessarily allow the same number of personnel to increase its workload and still be as effective. (Patrolling the streets requires a definite number of manhours). Instead, an evaluation of the infra-structure may reveal some innovative approaches and alternatives, although the Police Department appears to be working at maximum efficiency in this regard. New techniques may be developed in the future, and the Police Department should take advantage of those which promise to increase efficiency without heavy cost increases.

Civilian volunteer groups may be incorporated into the City's police function to assist in non-sworn activities. The City already has a Police Cadet program which serves this end. Additional duties which can be filled by non-sworn volunteers may be identified in the future. Volunteer beach patrols during peak summer weekends are one possibility.

The City also employs a 40 member police reserve which augments the regular police force during peak demand periods such as the tourist season. An Animal Control/Beach Enforcement office also issues parking citations in the beach area.

- Public Schools

Elementary

Imperial Beach is served by the South Bay Union School District, which includes twelve elementary schools (grades K-6), six of which fall within Imperial Beach boundaries (see Exhibit 3). Table 1 provides an historical as well as current enrollment status for these six schools. In addition, it indicates the percentage that Imperial Beach residents comprise of the total enrollment. Statistics for the current academic year are unavailable. The table also illustrates two additional factors: the overall enrollments are stabilizing in a downward condition--this is a characteristic shared by most schools throughout the state and the rest of the country; the ratio of Imperial Beach residents to overall enrollment appears to be slightly decreasing.

School district representatives indicate several factors contribute to these two characteristics:

- (1) The transient nature of military families. Statistics are unavailable to pinpoint the number of military to non-military family students, but it is believed this factor has caused a downward pressure on both the total enrollment figures as well as resident to non-resident ratio. In 1968, approximately 60 percent of the total enrollment came from families where at least one parent worked for the Federal government. In 1979, this category of student fell to approximately 40 percent. Since total enrollment stabilized or even fell in some cases, it is safe to assume that a one-third drop in enrollment of this particular segment of the enrollment population may be attributed to the fact that mobility of military families result in low school enrollment for this particular segment.
- (2) Overall enrollment may stabilize downward due to the discontinuation of busing groups of children to the Westview and Oneonta campus. With the exception of gifted children, busing has been dropped for these two campuses.

11-7a

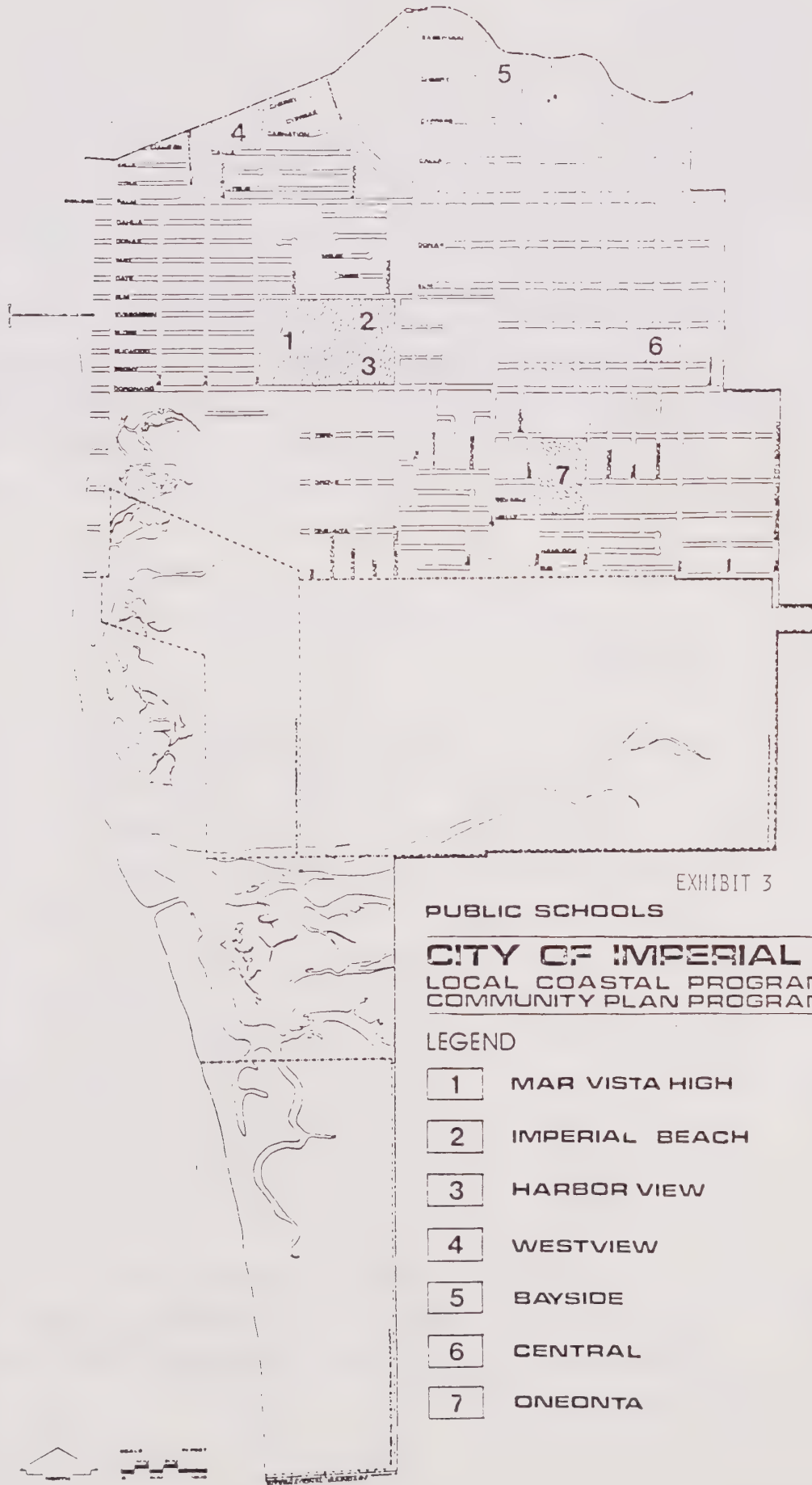


EXHIBIT 3

PUBLIC SCHOOLS

CITY OF IMPERIAL BEACH
LOCAL COASTAL PROGRAM
COMMUNITY PLAN PROGRAM



LEGEND

- | | |
|---|----------------|
| 1 | MAR VISTA HIGH |
| 2 | IMPERIAL BEACH |
| 3 | HARBOR VIEW |
| 4 | WESTVIEW |
| 5 | BAYSIDE |
| 6 | CENTRAL |
| 7 | ONEONTA |

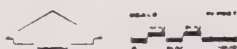


TABLE I
ENROLLMENT FIGURES FOR ELEMENTARY SCHOOLS
WITHIN IMPERIAL BEACH BOUNDARIES

		1979-80			1978-79			1977-78			1976-77			1975-76		
	<u>Total</u> <u>Enrollment</u>	<u>I.B.</u> <u>Residents</u>	<u>%</u>													
Bayside	590	-	-	545	415	76.1	533	412	77.3	529	412	77.9	541	415	76.7	
Central	564	-	-	526	293	55.7	529	325	61.4	509	347	68.2	485	250	51.5	
Harbor View	402	-	-	435	336	77.2	421	351	83.4	395	362	91.6	456	417	91.4	
Imperial Beach	446	-	-	433	397	91.7	426	413	96.9	433	409	94.5	435	426	97.9	
Oneonta	523	-	-	528	506	95.8	529	517	97.7	545	525	96.3	529	515	97.4	
West View	<u>392</u>	-	-	<u>439</u>	<u>413</u>	<u>94.1</u>	<u>481</u>	<u>447</u>	<u>92.9</u>	<u>509</u>	<u>482</u>	<u>94.7</u>	<u>454</u>	<u>429</u>	<u>94.5</u>	
TOTAL	2917			2906	2360	81.2	2919	2455	84.1	2920	2537	86.9	2900	2446	84.3	

- (3) The relatively stable population of the community, in absolute numbers, means that children mature, evolve through elementary and secondary schools, and are not replaced with new families moving into the community with school age children. Because Imperial Beach is virtually fully developed, no new housing developments have prompted an influx of families.
- (4) Statements from representatives of the Sweetwater High School District indicate that attrition at Mar Vista Junior High School ranges from 9% to 10% and attrition at Mar Vista High School ranges from 5% to 6%. It is safe to assume that elementary schools are also subject to relatively high attrition which causes further downward pressure on enrollments.
- (5) An increasing number of parents are enrolling their children in private schools, for example, St. Charles Parochial School (grades K-8), located on 18th Street, has operated at full capacity for several years and has a waiting list that can more than double its enrollment. Statistics as to what percentage military families comprise of total enrollment are not available.
- (6) The school district serves an area ranging from Chula Vista to San Ysidro. As these areas become more populated (drawing upon Imperial Beach residents), more schools are created in these outlying regions to satisfy new demand as well as those students which were previously bussed into Imperial Beach.

High School

Imperial Beach is in the Sweetwater Union High School District which includes a substantial portion of the South Bay area. Mar Vista Junior High School (grades 7-9) serves Imperial Beach and is located outside the City in San Diego. Mar Vista High School (grades 10-12) is located within the City boundaries at Imperial Beach Boulevard and 4th Street. The attendance, as indicated by Table 2 has remained relatively stable over the past four years for reasons outlined in the sections above relating to elementary schools. No breakdown data of those students who actually reside in Imperial Beach is available. The first column represents enrollment figures unadjusted for attrition. These attrition rates are 9% - 10% for the high school and 5% - 6% for the junior high school.

TABLE 2

Enrollment Figures for Mar Vista Junior High School
and High School, 1975-1979

	Unadjusted 1979-1980	1978-1979	1977-1978	1976-1977	1975-1976
Mar Vista Junior High School	1218	1236	1222	1245	1288
Mar Vista High School	1358	1170	1054	1120	1205

SOURCE: Sweetwater Union High School District

College

Southwest Junior College, located in Chula Vista, serves Imperial Beach as well as a good portion of the Southbay area. Enrollment for the college peaked in 1975. This was the same year educational benefits under the G.I. Bill were expected to expire. Attendance soared as qualified individuals wished to take advantage of this program. Subsequently, the G.I. Bill has been extended.

Since the peak of 1975, the enrollment at Southwest has steadily decreased. One reason for this decline is because of a reverse process of the aforementioned factor. When the G.I. Bill was extended qualified individuals no longer had to rush to enroll and utilize the benefits. Another factor generally attributed to the decline in enrollment involves a policy change by the school administration to begin the school year in mid-August rather than the more traditional time of September or early October. Apparently students in this area are not as receptive to the earlier starting school year, and the administration plans to return to the later start this year (1979).

- Library Services

Library services are provided by the County of San Diego. The County Branch, which recently doubled its size to about 5000 square feet, is located on Imperial Beach Boulevard across the street from the Civic Center. It has about 30,000 volumes with a circulation of about 100,000. The staff consists of 5 personnel: one branch manager, one children's librarian and three librarian aids.

- Health Services

No hospitals are located in Imperial Beach. The South Bay area residents must travel to San Diego when the services of a large medical facility are needed. There are two small general hospitals in Chula Vista, about 15 minutes travel time from Imperial Beach. There are 20 physicians serving the Imperial Beach, San Ysidro, South San Diego area.

The City should instigate a citizen's task force to determine the needs of the community with regards to health services and to review alternatives that may help resolve the issues

- Lifeguard Services

Imperial Beach operates its own lifeguard services which falls under the Department of Parks and Recreation. The staff consists of one permanent (year-round) employee, and approximately twelve seasonal/recurrent lifeguards that work primarily during the summer months. During unusually hot weekends and/or holidays a necessary number of lifeguards may be recalled to provide adequate lifeguard coverage. During the rest of the year the lifeguard headquarters is manned by at least one lifeguard on a daily basis. In addition to the protection of the beaches, the lifeguard department also provides coverage for the two 25 yard pools at Mar Vista High School that are open to the public during the summer months. Because of increased usage of the Imperial Beach beaches, it can be expected that additional personnel may be required in the future.

o Public Utilities

Sewers

The City of Imperial Beach operates and maintains its own sanitary sewer system. The original facilities of the Imperial Beach Sanitary District were financed by bonds in 1951. The Imperial Beach Sanitary District dissolved its functions and were taken over by the City upon incorporation of the City in 1956. A second sanitation district, Palm City Sanitation District, comprised the eastern portion of the City as well as portions of the City of San Diego. The City of Imperial Beach has taken over the operation and maintenance of the Palm City Sanitation District and is now the sole sewer agency for the City.

In 1962, the City formed a municipal sewer district, encompassing the western portion of the City. This sanitation municipal sewer district includes the Imperial Beach Maintenance District and those portions of the City outside of the Palm City Sanitation District. As a result, the City is served by two independent sewerage networks which collect effluents.

The collection system is made up of eleven pump stations, 16,167 feet of force main, and approximately 36 miles of sewer lines ranging from six to twenty-one inches in size. The oldest lines in the system are approximately twenty years old. Exhibit 4 illustrates the existing system of pump stations, sewers and their respective service areas. Exhibit 5 gives the proposed sewer system improvements (some of which have been completed).

The western half of the system discharges to a central pump station located at 9th Street and Imperial Beach Blvd. (Pump Station 8). From this collection point, sewage is pumped to the City of San Diego Metropolitan Interceptor Sewer at 19th Street and Coronado Avenue. The remaining portion of the City of Imperial Beach system flows to a fifteen inch trunk sewer on eastern Palm Avenue, then in a northerly direction to the Palm City Pump Station which also discharges into the City of San Diego Metropolitan Interceptor Sewer.

PACIFIC OCEAN



LEGGEND

Additional Sewer Lines
Required

requiring

Sewer Lines Recommended
for T.V. Inspection

for T.V.

Additional Sewer Lines

Additional

loads from San Diego area

loads fro

Pump Stations requiring

Jump Start

Service Area Boundaries

Service A

U-1



Source: Sewerage System Master Plan, 1970

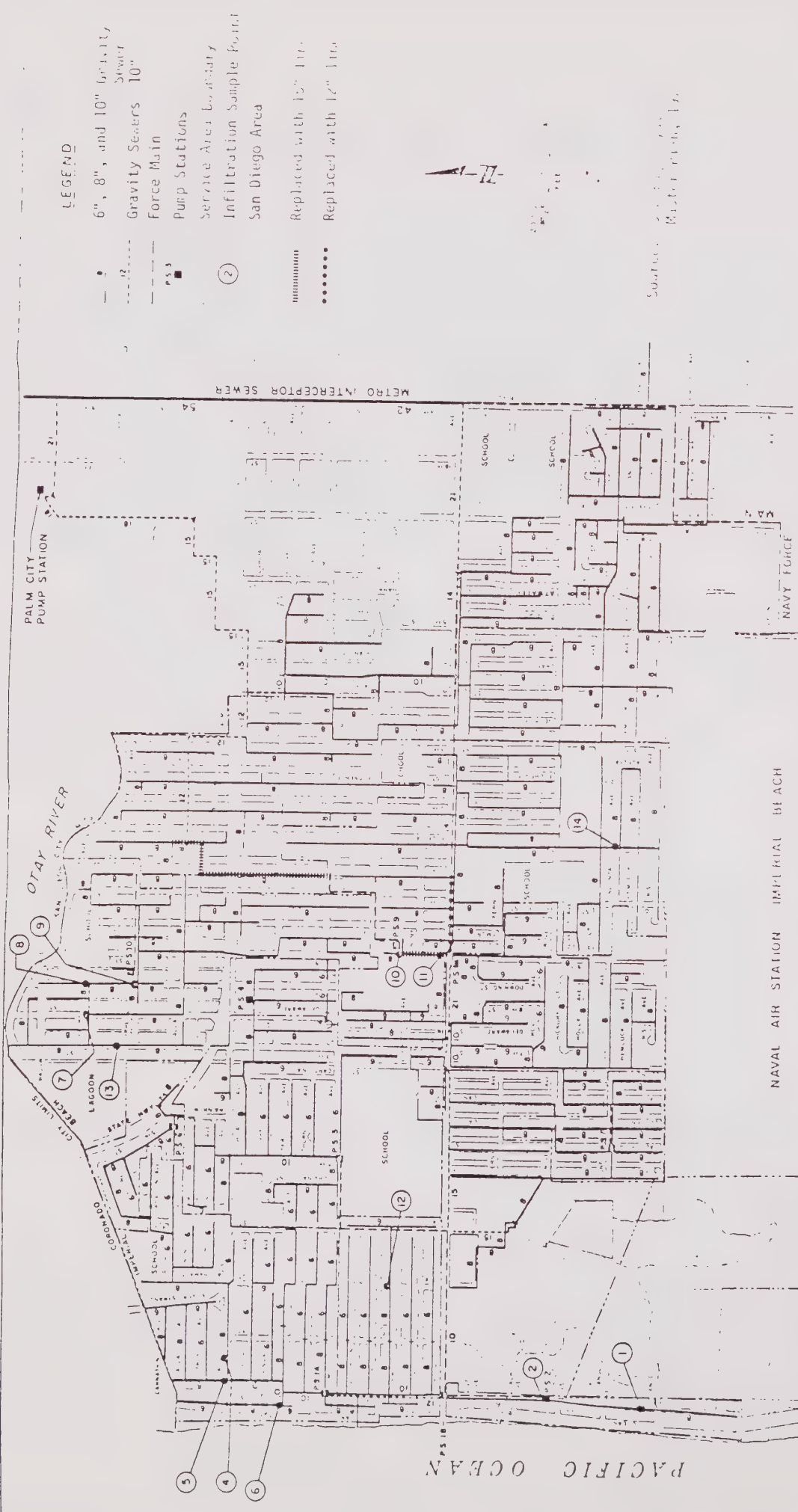
EXHIBIT 5

PROPOSED

SEWER SYSTEM

IMPROVEMENTS AND

SERIALS SEALS



LEGEND

- 6", 8", and 10" Gravity Sewer
- 10" Force Main
- Pump Stations
- Service Area Boundary
- Infiltration Sample Point
- San Diego Area
- Replaced with 15" lift
- Replaced with 12" lift

Imperial Beach, California

EXISTING SEWER SYSTEM

CITY OF IMPERIAL BEACH

The Palm Avenue trunk from the City limits east, Palm City Pump Station and associated collection lines downstream are maintained by the City of San Diego personnel; however, the City of Imperial Beach shares in the maintenance costs of these facilities on a proportionate share basis. This method also applies to the trunk sewer located in 14th Street.

As a member of the metropolitan sewerage system, Imperial Beach has contracted for capacity rights for 3.5 mgd (million gallons per day) average daily flow until the year 2003. For the fiscal year 1976-1977, the City averaged a use of 2.82 mgd. The following year (1977-1978) the average decreased to 2.66 mgd. The public works department predicts another decrease in average daily use for the year 1978-1979, primarily because of the success of the program of mitigating the salt water infiltration of the sewage lines. If for any reason the City of Imperial Beach exceeds its contractual capacity of 3.5 mgd for thirty consecutive days, a charge is levied for the excess capacity used.

The adequacy of sanitary sewers can be evaluated in accordance with procedures outlined in the manual of practice No. 37 of the American Society of Civil Engineers entitled Design and Construction of Sanitary and Storm Sewers. This manual develops a system for judging sewer capacity in terms of various levels of demand. It also specifies that age and deterioration of sewers be considered in such judgments.

Four factors are applied to the evaluation of each facility. These factors are:

- (1) Installation of facilities where non-existent.
- (2) Replacement of average facilities where maintenance costs are excessive.
- (3) Upgrading facilities.
- (4) Increasing capacity where necessary.

In 1970 the City had Engineering-Science, Inc. develop a Sewerage System Master Plan. This report presented the findings, conclusions, and recommendations resulting from the study of the City's existing sewerage system and projected improvements. In summary, the report concluded that a major modification of the existing system was not required. However, the report did find that additions and improvements to the system would be necessary to meet the projected ultimate sewage flows. The projected ultimate sewage flows were based on the 1968 General Plan maximum population density of 34,000 by the year 1990. In other words, if all the recommendations in this report were implemented, the sewerage system would be adequate for this projected figure. Recommended improvements included:

- Modifications to six of the ten existing pump stations*
- Replacement of paralleling of portions of the existing collection system
- Alleviation of sea water infiltration
- Acquisition of additional capacity rights to the metropolitan sewerage system.

Since then, the City has spent nearly three quarters of a million dollars, mostly obtained from a Federal grant, upgrading its sewerage system, and should be completed in the next six to twelve months. The extent of the finished and unfinished improvements is given in the following pages.

* An eleventh pump has since been added.

Salt Water Infiltration

Infiltration has been a significant problem for the City of Imperial Beach sewer system, and because of the high water table of the area, it will continue to be so to some extent. Areas indicated by the Engineering-Science study with probable high salt water intrusion are as follows:

- (1) 1st Street south from Pump Station 2; infiltration estimated at 40 to 60 percent
- (2) Alley west of 1st Street, from Daisy Avenue to Calla Avenue; infiltration estimated at 10 to 20 percent
- (3) Tributary area north of Manhole 58 at Palm Avenue and alley east of 1st Street; estimate infiltration at 5 to 10 percent
- (4) Area upstream of Manhole 59, which is approximately 280 feet east of Manhole 58; infiltration estimated to be 5 to 8 percent
- (5) Cherry Avenue from 7th Street to 8th Street; estimate infiltration is approximately 1 to 5 percent
- (6) 8th Street from Cherry Avenue to Pump Station 10; estimated infiltration 7 to 15 percent
- (7) 9th Street from Imperial Beach Blvd. to Pump Station 9; possible infiltration in range of 1 to 2 percent

Sewerage system costs increase in direct proportion to the proportion of infiltration. Groundwater infiltration causes hydrolic overloading of the collection system making it necessary to construct relief sewers and to increase the capacity of pump stations. Other expenses incurred are:¹

- (1) Added metro system capacity and maintenance and operation charges
- (2) Higher pumping costs
- (3) Possible settlement and repair to pavements resulting from soil washing into the sewer
- (4) Higher maintenance costs resulting from soil deposits in sewers, force mains and wet wells

¹Sewerage System Master Plan

The City has added one pump for a total of eleven and made improvements to the other ten as needed. Eight and ten inch line has been replaced by 12 and 15 inch line in parts of the City, as shown on Map PF-4.

When the sealing improvements are completed, the sewerage system will be adequate for the existing land use plus the development of the remaining vacant land as presently zoned. This implies, however, that if the City is allowed to be fully developed as zoned, then all the recommendations of the Sewage Master Plan must be implemented to provide adequate sewage treatment.

For any development requiring a zone change to increase the density it is recommended that an engineering report be submitted to attest to the adequacy of the sewerage system. As indicated earlier, the City contracts with the Metropolitan Sewerage System for 3.5 million gallons per day average daily flow. The current use averages about 2.08 mgd.

Water Services

The California-American Water Company provides water to the City of Imperial Beach. California-American purchases the previously treated water from the City of San Diego. The water is imported to the City via 16-inch mains from the north (interceptor) and east (montgomery). Water pressures in Imperial Beach range from 60 to 90 pounds per square inch (psi). As mentioned earlier, under conditions of managed growth, it appears as though these facilities will be adequate for an indefinite period into the future.

Drainage

Imperial Beach has no flood control facilities. The Tijuana River flood-plain has, for a multitude of reasons, been generally void of development, thus the need for major flood facilities has not been a priority.

Surface run-off, a condition intensified by development as a result of soil compaction and paving, is presently handled by the street system and a small storm drain system. Most of the run-off, which becomes polluted by oil, fertilizers, and non-biodegradable detergents, is deposited into the ocean and slough area. This has the potential to cause some serious adverse impacts to these environmentally sensitive areas (especially the slough).

SECTION III: SUMMARY OF POLICY PLAN OBJECTIVES

A. City Policies

The general objective of the City of Imperial Beach, as expressed in the policy plan, is *to promote an adequate and efficient range of public facilities and services.*

The following extracts related to public facilities, characterize the objective of the policy plan:

To insure that adequate fire protection services and facilities are available...that the City endeavor to...strengthen coordination and cooperation...with the local school district as it continues to provide a high level of educational opportunity to the youth of this community...continue utilization of the San Diego County Public Library System...and the City, County and related agencies should develop a joint planning and development effort in order that a coordinated program for public services and facilities may be carried out.

B. Coastal Act Policy¹

Section 30254:

New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works

¹State of California, Coastal Act Policies, Volume II

facilities can accommodate only a limited amount of new development, services to coastal-dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

SECTION IV: IMPLEMENTATION PROGRAMS

The major thrust of any implementation program should be the transformation of discernible goals and objectives into tangible results. During the course of program implementation, an assortment of public and private action programs may have to work in concert to achieve the desired results. Action programs may include modifications in existing codes and ordinances which regulate the use of land, precise physical plans, social and economic improvement plans, financial and political arrangements. Frequently they provide the basis for raising funds, stimulating the creation of profit and non-profit organizations which sponsor community improvements, and coordinating staging and timing of investments in the community by any agency, organization, or individual. Additional action programs provide public information and enlist citizen participation. The body of this Element includes a number of ways which the range and level of City services can be amplified as a result of additional capital influences as well as citizen participation programs. The latter are virtually cost-free to the City, or at the least, require a modest investment.

It is quite apparent that the most rapid and significant changes would be brought about through a detailed capital improvements program. This should take into account the development of a phasing program for these expenditures. The program should take into account all major proposed projects (i.e., proposed transportation facilities, park facilities, civic center facilities, utilities, etc.) over a multi-year period on the basis of need and ability to pay. The time period for various cost estimates may be extended on a yearly basis for the first five years and thereafter, in increments of five years to the fifteen year target date of the general plan. The projected capital improvements would be allocated each year to the City's annual operating budget.

The cost-revenue analysis of the proposed plan, based upon common, anticipated sources of funds and projected growth rates, serves to provide a

general understanding of the amount of revenue that will likely be available for future operating expenses. The net cost or revenue amounts can be applied to projected capital improvements to determine the overall magnitude of future public expenditures. Preliminary indications suggest that projected capital costs will likely result in the need for additional and new sources of revenue.

Appendix A presents an outline based on the City of Lakewood General Plan on procedures the City of Imperial Beach may want to consider in formulating a capital improvements program. This particular plan represents a general framework that can be adapted to the particular needs of most any city and, given the City's revenue base, can provide a broad point of departure for most planning agencies.

APPENDIX A

CAPITAL IMPROVEMENT PROGRAMMING GUIDE

CITY OF LAKEWOOD CAPITAL IMPROVEMENT PROGRAMMING GUIDE

A Capital Improvement Program should be formulated by the Lakewood City Council to establish a long range program for financing public improvements in relation to forecasts of income and patterns of expenditure. The Capital Improvement Program will establish priorities, schedule future construction, estimate the costs of improvements and coordinate public actions in implementing the General Plan.

The general objectives of capital improvement programming are:

- Correlation of the cost of improvements with the sources of financing;
- Coordination of the activities of the Lakewood City Departments and other interested agencies, public and private;
- Coordination of the timing of public and private programs to assure a high level of services in relation to demand from any source;
- Avoidance of duplication of capital projects, costs or services between federal, state, county, city, school districts, public utilities, special districts, private industry and individuals;
- Informing and involving public departments, interested agencies and the public of the proposed program of capital improvements; and
- Implementation of the long-range Comprehensive General Plan for the City of Lakewood.

The process of preparing a Capital Improvement Program will normally be composed of the following steps:

- Preparation of the inventory of potential projects, including preliminary cost estimates and relative priority;
- An analysis of the projects by the person responsible for the CIP preparation, to include discussion of each project with the sponsor;
- Investigation of City's financing capabilities and the relationship of this to the various project categories;

- Preparation of a schedule of project execution over a long-range period in a manner which considers project relationships to each other and to financial requirements;
- Selection, from the schedule, of those projects requiring immediate and early action. This will usually become the capital budget for the coming year;
- Against the background of the long range recommended CIP, the capital budget is formally adopted usually after public hearings and critical review by all concerned parties.

The Capital Improvement Program is directly related to the General Plan process, and in fact, is one of the principal tools utilized in implementing the General Plan. Through the proper direction of major governmental expenditures, the Lakewood City Council can influence the scope and direction of future growth.

The first step in this process is the formal adoption of the City of Lakewood Comprehensive General Plan by the City Council. At that time procedures for continuous review of the plan should be made to insure that the plan statement is both current and viable.

The preparation of a capital improvement program is a collaborative affair. It cannot be created by one City official working alone. It requires cooperation of all the agencies of government and should include a wide spectrum of public involvement. It is not particularly important which agency carries the prime responsibility for program preparation so long as that agency solicits and receives cooperation from each and every agency of the county government.

Based upon the present structure of Lakewood City government the following guidelines for CIP preparation are recommended:

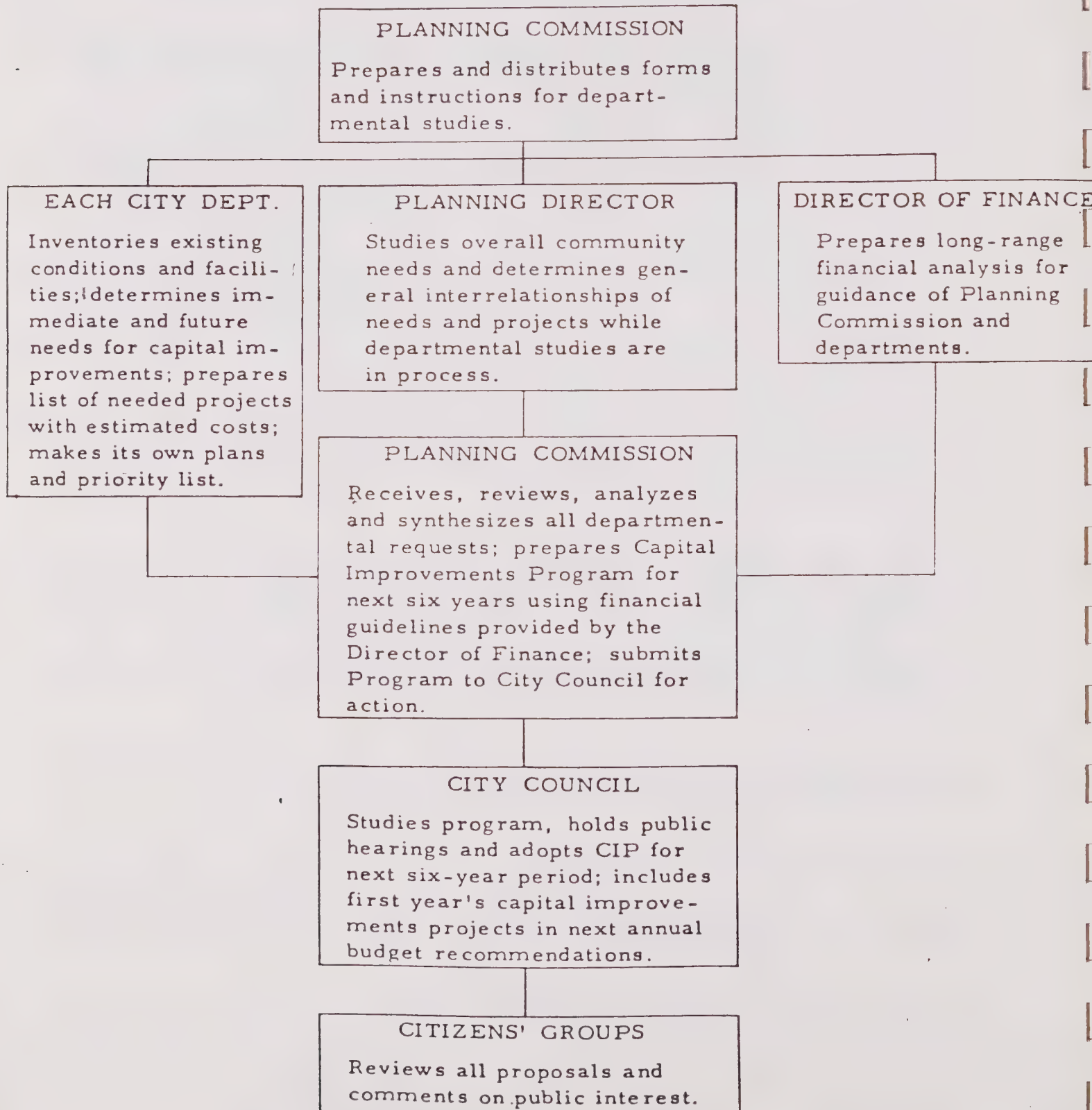
- Role of Departments

Primary responsibility for initiating projects and for carrying out programmed projects. Competent advanced physical planning is a necessity.

- Role of the Director of Finance

Prepares a long range financial analysis for guidance of the Planning Commission and all departments.

RECOMMENDED CAPITAL IMPROVEMENT PROGRAMMING PROCESS



- Role of the Coordinator

Fixes limit on the amount of tax-supported funds to be invested in capital facilities per year. May make preliminary decisions on which projects to include within the CIP and which to postpone from departments.

- Role of the Planning Commission

Formulates the capital improvement program from projects recommended by the departments and the coordinator based on a comprehensive view of the community's goals and resources and the General Plan.

- Role of City Council

Final responsibility for the CIP and budget. Taking an overview, it weighs the recommendations of all parties. It evaluates the recommended program in regard to economy, functional efficiency, aesthetics, and social needs. The Council must adopt a single CIP and budget each year, rather than dispensing capital allocations piecemeal.

- Role of Citizen Groups

Serve as initiators and watchdogs with three sorts of concerns: (1) general fiscal policy, (2) evaluation and choice of projects which constitute the CIP, and (3) realization of projects scheduled.

Other groups may also be involved. The Chamber of Commerce may make annual general recommendations on the CIP to the Board. Area "grassroots" organizations are generally more interested in the realization of projects already scheduled. Their voices should provide stability to the CIP process by making the City Council reluctant to change projects once programmed without compelling reason.

The function of the departments would be performed by the heads of the several City Departments. At present the Assistant City Administrative Officer might assume the coordinator's role. The Planning Commission would handle the role outlined for it in the CIP process, as would the City Council. Citizens involved in the many civic groups, would contribute to the total process. The following diagram illustrates the roles of the parties in the CIP process.

The steps required to prepare the Capital Improvement Program may be summarized below:

- 1) Decide the roles of the parties in the process
- 2) Prepare a phased development program for the City
- 3) Prepare a list of projects (see forms below)
- 4) Determine project priorities
- 5) Balance against financing from all sources
- 6) Prepare the final Capital Improvement Program
- 7) Adopt the Capital Improvement Program

A series of forms to assist in the listing comparison and summation of projects has been attached.

Form 1 is a detailed breakdown of all data on each individual project.

Form 2 is a summary and time schedule of projects for each department.

Form 3 is a financial summary of projects by each department including the date of expenditure.

Form 4 is the overall project list and Capital Improvement Program statement showing the total program for the City.

CITY OF LAKEWOOD, CALIFORNIA
GENERAL PLAN PROGRAM
DEPARTMENTAL ESTIMATES FOR
15-YEAR CAPITAL IMPROVEMENTS PROGRAM
JULY 1, 1970 - JUNE 30, 1985
FORM 1 - INDIVIDUAL PROJECT DATA SHEET

1. DEPARTMENT, BOARD OR COMMISSION _____ 2. DIVISION _____
3. SUBMITTED BY _____ TITLE _____ 4. DATE _____

5. DESCRIPTION OF PROJECT A. PROJECT NUMBER _____
B. PROJECT NAME _____
C. PHYSICAL DESCRIPTION _____

D. LOCATION _____
SHOWN ON MAP ATTACHED (YES) _____ (NO) _____

E. NEW _____ REPLACEMENT _____
ADDITION _____ OTHER _____

6. NEED FOR PROJECT (USE SEPARATE SHEET IF NECESSARY)
A. WHY REQUESTED _____

B. PRIORITY (DEPARTMENT'S NUMBER) _____

7. RELATION TO OTHER PROJECTS _____

8. A. DEPARTMENTAL PROGRAM _____
B. COUNTY MASTER PLAN _____

9. ESTIMATED COSTS

AMOUNT SUBTOTALS

A. PLANNING - (1) + (2) + (3) \$ _____

(1) ARCHITECTS SERVICES \$ _____

(2) ENGINEERING \$ _____

(3) INSPECTION \$ _____

B. LAND \$ _____

(1) SITE IS SECURED \$ _____

(2) SITE TO BE SECURED \$ _____

C. CONSTRUCTION - (1) + (2) \$ _____

(1) LABOR \$ _____

(2) NONLABOR \$ _____

D. MISCELLANEOUS - (1) + (2) \$ _____

(1) EQUIPMENT \$ _____

(2) FURNITURE \$ _____

E. OTHER \$ _____

F. TOTAL ESTIMATED COST \$ _____

G. COST PRIOR TO JULY 1, 1970 \$ _____

H. ESTIMATED ADDITIONAL COST \$ _____

10. FUTURE COSTS RESULTING FROM PROJECT

ADDITIONAL ANNUAL OPERATING AND
MAINTENANCE COST (A+B+C)

A. OPERATION \$ _____

B. MAINTENANCE \$ _____

C. OTHER \$ _____

(INDICATE SAVINGS BY MINUS SIGN)

11. ESTIMATED ANNUAL INCOME FROM PROJECT \$ _____

12. ESTIMATED CONSTRUCTION TIME _____ MONTHS

13. STATUS OF PLANS AND SPECIFICATIONS

A. PLANS NOT NEEDED _____

B. NOTHING DONE EXCEPT THIS REPORT _____

C. PRELIMINARY ESTIMATE COMPLETED _____

D. PRELIMINARY PLANS COMPLETED _____

E. SURVEYS BEGUN _____

F. SURVEYS COMPLETED _____

G. DETAILED PLANS IN PREPARATION _____

H. DETAILED PLANS COMPLETED _____

I. SPECIFICATIONS COMPLETED _____

14. PROPOSED MANNER OF CONSTRUCTION

BY CONTRACT _____ OTHER _____

15. PROPOSED METHOD OF FINANCING

A. CURRENT REVENUE \$ _____

B. EXISTING BOND FUND \$ _____

C. GENERAL OBLIGATION BONDS \$ _____

D. REVENUE BONDS \$ _____

E. REVOLVING FUND (SERVICE CHARGE) \$ _____

F. FEDERAL AID \$ _____

G. STATE AID \$ _____

H. SPECIAL ASSESSMENT \$ _____

I. OTHER \$ _____

TOTAL \$ _____

16. PROJECT EXPENDITURES BY YEARS

1970-1971 \$ _____

1971-1972 \$ _____ 1974-1975 \$ _____

1972-1973 \$ _____ 1975-1980 \$ _____

1973-1974 \$ _____ 1980-1985 \$ _____

17. REMARKS (USE SEPARATE SHEET IF NEEDED)

Project Number	Name and Location of Project	Department Priority Number	Commencement Date	Estimated Completion Date	Estimated Life of Project

FORM 3 - FINANCIAL SUMMARY OF PROJECTS

Date _____

[illegible]

CITY OF LAKEWOOD, CALIFORNIA
GENERAL PLAN PROGRAM
DEPARTMENTAL ESTIMATES FOR A 15-YEAR
CAPITAL IMPROVEMENTS PROGRAM 1970-1985

FORM 4 - PROJECT LIST AND PROGRAM STATEMENT

[illegible]

DRAFT
ENVIRONMENTAL IMPACT REPORT

IMPERIAL BEACH
GENERAL PLAN & LOCAL COASTAL PROGRAM

PREPARED BY
HAWORTH & ANDERSON, INC.

FOR

OCTOBER 1980

INTRODUCTION

This environmental impact report for the General Plan and Local Coastal Program for the City of Imperial Beach is in accord with the guidelines of the California Environmental Quality Act of 1970 and the General Plan Guidelines prepared by the Office of Planning and Research and adopted in September, 1980.

The OPR Guidelines state:

"Because a general plan and a general plan EIR overlap in content and should be prepared as part of a single planning process, local governments may want to combine them into a single document or set of documents (Title 14, California Administrative Code Section 15148). In some cases, combining the two may not be practical, but when combined, the general plan must address all the points required in an EIR by Article 9 of the State EIR Guidelines and it must contain a special section or cover sheet identifying where the general plan document addresses each of the points required in an EIR."

The Guidelines further state that:

"Although a general plan and an EIR on a general plan are legally distinct, they overlap extensively: they must address many of the same concerns and the processes for preparing them are similar. A thorough process for preparing or revising an entire general plan will cover virtually every substantive requirement of an EIR. For this reason, environmental assessment should be an integral part of preparing or revising a general plan, not an after-the-fact exercise. To save time and money, local government should also consider combining the general plan's EIR with the general plan itself, as well as designing the EIR so it can be used to streamline the environmental assessment of subsequent projects, as discussed later in this section."

The City of Imperial Beach has approached the general plan update program in a manner which integrates the environmental review procedures as a part of the evaluation process. Accordingly, much of the content requirements of the draft EIR for the City's general plan and Local Coastal Program have been included as part of the

text of the various elements and LCP components.

2. Description of the Project

The updated General Plan and supporting Local Coastal Program components include not only state mandated elements but several additional elements as well.

The General Plan elements and LCP components include the following:

General Plan Elements

Land Use
Circulation
Housing
Conservation
Open Space
Seismic Safety
Noise
Safety (Public)
Scenic Highways
Public Facilities
Parks and Recreation
Community Design

LCP Components

Land Use

Housing
Water Resources, Dredging,
Diking & Filling

Public Works
Visitor Serving Facilities, Recreation
Visual Resources
Shoreline Access

In addition to these General Plan Elements and LCP Components, the City also prepared, in conjunction with extensive citizen input, a detailed policy plan which identified major issues in the community, development of recommended policies that deal with each issue, and an outline of detailed implementation directives on how to approach resolution of these issues. This policy plan became one of the major directives in the evolution of general plan alternatives for the City.

3. Description of the Environmental Setting

A physical description of the project area (principally manmade) is included in the Land Use Element. Inventories of the existing environment (i.e., open space, biota, environmental hazards, archaeological and historical resources and visual resources are contained in various detailed elements and LCP Components.

The most extensive inventories are included as a part of the Open Space and Conservation Element, the Seismic Safety Element and the Community Design Element (Visual Resources).

4. Significant Environmental Effects of the Proposed Project

With the exception of the TiaJuana Estuary, the existing state park and Navy Base, most of the land within the Imperial Beach Planning Area is developed with urban uses. It is assumed that these existing urban areas will continue to have significant environmental impact on the region, particularly on air and water quality and on the adjacent estuary and beaches. Detailed analysis of these and other environmental issues are discussed, particularly in the Land Use and Open Space Conservation Elements. Appropriate mitigation measures in the form of proposed programs or policy implementation directives are outlined for each identified environmental issue.

Probably the most critical environmental issue facing the City of Imperial Beach is final resolution of land uses within the Tia Juana Estuary. Two alternatives are suggested: one, to retain the estuary as a permanent open space area; and, secondly, to permit urban development in the northerly portion (principally the remaining land under private ownership). These alternatives are discussed in the Land Use Element along with suggested mitigation measures to minimize adverse environmental impacts.

5. Any Significant Environmental Effects That Cannot Be Mitigated

The following is a list of significant unavoidable adverse impacts which cannot be fully mitigated. The impacts listed have significance for Imperial Beach and possibly some areas beyond its boundaries. Impacts resulting from implementation of individual projects which may be governed by provisions of the plan cannot

be anticipated at this time. Unavoidable adverse impacts of such projects must be assessed at the time of project proposal.

The City of Imperial Beach will experience a loss of natural resources, including natural vegetation and wildlife habitat lands. The magnitude will be dependent upon whether the City selects to develop the Tia Juana Estuary or designate it as permanent open space.

Demands for non-renewable resources will increase. Fossil fuels will be required to construct (and/or reconstruct) planning area residences and industries and to maintain the City's economic base.

The City's planning area could experience degradation in air quality.

The area's estuary and beach areas could experience the deterioration of water quality as the result of new construction.

Demands for services will increase in proportion to the increased population allowed by the plan.

Noise levels will increase as traffic volumes increase and construction activities occur.

6. Mitigation Measures

Reference is made to both the policy plan which outlines in detail various implementation directives for resolving most of the environmental issues as well as the detailed implementation and program recommendation found within each general plan element. Reference is also made to implementation recommendations within a separate document entitled "shoreline access" and submitted as a part of the Local Coastal Program.

7. Alternatives to the Proposed Action

Several alternatives have been identified:

- a. To not adopt this plan. While existing plans are in effect, they do not provide for the comprehensive framework of use allocation, policies and programs contained in the proposed General Plan and Local Coastal Program. The result would be a continued, disjointed approach that would not provide for proper guidelines and environmental considerations.
- b. To adopt a plan which accommodates maximum growth and development. This alternative could result in over-development and over-utilization of environmental resources. This would produce a number of adverse impacts.
- c. To adopt a more restrictive plan that would severely limit development. This alternative might be more favorable to the natural environment, but it could have serious adverse effects on the social, economic, and legal aspects of the environment. This alternative would tend to inhibit redevelopment where it may be desirable for the improvement of the man-made physical environment; and it would tend to deny both present and future residents of Imperial Beach the full range of benefits or amenities that would be available if a more moderate plan were adopted.

These three alternatives are inconsistent with the goals and policies of Imperial Beach. Adoption of any one of these alternatives will result in a number of additional adverse impacts, including existence of incompatible land uses; occurrence of uncoordinated development; and an unbalanced economic base.

The proposed General Plan and Local Coastal Program is regarded as a logical compromise between extremes. It should result in a balance of the important environmental values and an optimum

environment in physical, economic, social, and psychological terms.

8. The Relationship Between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity

Full implementation of the General Plan and Local Coastal Program will result in a loss of land which is currently in non-urban uses. In lieu of the loss, new land uses will produce a range of urban uses including jobs, shelter and amenities for local and regional residents. The change in land use will be accompanied by a commitment of soil, air, and water resources to urban uses and a long term commitment of non-renewable energy resources toward maintenance of increased urbanization.

Any assessment of the balance between the loss of resources and increased urbanization must be tempered by the policies of the plan which attempt to mitigate the impacts of development and to strengthen the role of natural resources in the community's future (i.e., existing open space areas). As compared with past plans, this document provides a mechanism for long term maintenance and enhancement of the remaining natural resources. The most important goal of the plan is to maintain the present open space uses of the City's lands.

9. Growth Inducing Impact of the Proposed Action

The General Plan and Local Coastal Program, because it is a policy statement of the community, induces growth on properties where the City feels growth should occur. Mapped land use designations and their supporting policies indicate to all who are interested, locations where development is condoned. Once development is in place, it tends to draw additional development sometimes beyond the level contemplated by plan policies.

The General Plan and Local Coastal Program does not in itself permit development to take place, for development must still be considered by the governing board on a project-by-project basis.

The general approach of those documents are to consolidate and direct growth: a change from past general plans which were much more growth inducing because they permitted a higher level of industrial, commercial and residential land uses.

Less tangible inducers, although nonetheless very real in their impact, are the various policies of the General Plan that relate to achieving a high quality living environment. Their implementation will create a desirable environment which will tend to generate high demands on the community to accommodate additional growth.



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